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RÉSUMÉ MENSUEL DES TRAVAUX DE LA SOCIÉTÉ DES NATIONS

N° 1.
AVRIL 1921

Section d'Information de la Société des Nations, Genève

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I. Avertissement

Pour donner satisfaction aux demandes qu'elle a reçues, la Section d'Information du Secrétariat général publiera désormais, tous les mois, un court résumé des travaux de la Société. Elle se propose de mettre ainsi, à des intervalles réguliers, à la disposition de tous ceux qui s'intéressent à l'activité de la Société des Nations, un tableau d'ensemble de l'œuvre accomplie.

Ce résumé sera publié séparément en français et en anglais. Les correspondants qui désireraient recevoir ce résumé en anglais au cas où ils auraient reçu par inadvertance la version française — ou inversement ceux qui préféreraient le texte français au texte anglais — sont priés d'en avertir le Secrétariat.

Les questions traitées dans ce résumé d'ensemble ont généralement fait l'objet d'études plus complètes. Si l'une d'entre elles intéresse plus particulièrement un des lecteurs du Bulletin mensuel, des documents détaillés pourront lui être envoyés sur sa demande.

II. Résumé d'ensemble

L'achèvement des travaux de la Conférence internationale du Transit et des Communications à Barcelone est l'événement le plus important du mois.

L'œuvre d'organisation de la Société s'est, d'autre part, continuée à Genève. La Commission des Amendements au Pacte, qui doit préparer les modifications à apporter à l'acte constitutif de la Société, a tenu sa première session. De nouveaux Etats ont signé le protocole de la Cour de Justice internationale; bien qu'il y ait des retards dans le dépôt des ratifications par les Gouvernements, le Secrétariat général a pris les mesures nécessaires pour que l'élection des juges puisse avoir lieu au mois de septembre, lors de la prochaine réunion de l'Assemblée. Enfin, le Bureau international installé à Bruxelles pour le contrôle du trafic des armes et des munitions a été rattaché à la Société des Nations, afin qu'elle soit à même de remplir, par son intermédiaire, le rôle qui lui incombe, à ce point de vue, en vertu des traités.

Dans l'ordre économique, les Gouvernements alliés ont saisi la Société des Nations de l'importante question du relèvement de l'Autriche, dont la situation économique est une menace pour l'Europe tout entière. La Commis-

sion financière de la Société, qui a étudié ce problème, s'est déclarée prête à intervenir, sous certaines conditions qu'elle a fait connaître au Conseil Suprême.

Un certain nombre de questions politiques sont, d'autre part, en cours d'examen par la Société des Nations. La plus importante est le différend qui divise la Pologne et la Lithuanie, à propos du territoire de Vilna. Des négociations directes ont lieu entre les Gouvernements intéressés, à Bruxelles, sous la présidence de M. Hymans. Elles ont tendance à s'orienter vers un règlement d'ensemble des questions territoriales ou politiques qui divisent actuellement ces deux pays voisins.

Enfin, il y a lieu de signaler, à propos des entreprises d'ordre humanitaire confiées à la Société, les travaux de la Commission d'enquête envoyée en Pologne pour étudier la lutte contre le typhus, ceux de la Commission chargée d'examiner sur place le problème des déportations de femmes et d'enfants en Asie Mineure et l'enquête sur la situation des réfugiés russes.

III. La Conférence des Communications et du Transit à Barcelone

Les délégués de 44 Etats convoqués par la Société des Nations ont étudié, à Barcelone, du 10 mars au 20 avril, sous la présidence de M. G. Hanotaux, la question de la liberté du transit et des communications.

Leurs travaux présentent un intérêt particulier pour les producteurs du monde entier. Au lendemain de la guerre, le rétablissement des échanges a été entravé par les différences de législations et les formalités de tout genre imposées au commerce international. Il s'agissait de faire disparaître ces obstacles et d'établir en matière de transports, un minimum de législation économique applicable dans tous les pays du globe.

Pour cela, le Conseil de la Société des Nations a convié des fonctionnaires et des techniciens de tous les États à mettre en commun leur expérience. Il leur a demandé de rédiger des conventions générales consacrant les règles qui doivent permettre d'assurer la libre circulation et la répartition des matières premières et des produits fabriqués indispensables à la vie des peuples.

Ces actes universels pourront être complétés par des conventions particulières entre États contigus ou même entre tous les États d'un continent. Mais ces accords se borneront à préciser les détails nécessaires, dans le cadre des conventions générales.

Voici les principaux résultats des travaux de la Conférence :

1) *Convention sur le régime international des voies navigables.* — Sur toutes les voies navigables, communes à plusieurs États, la liberté absolue de la navigation sera garantie avec traitement sur le pied d'égalité de tous les pavillons, sans que des droits de douane spéciaux, des taxes ou des redevances vexatoires puissent, en aucun cas, être imposés.

2) *Convention sur la liberté du transit.* — Les transports en transit, c'est-à-dire qui traversent de part en part un Etat où ne se trouvent ni leur point de départ, ni leur point d'arrivée, seront assurés dans les mêmes conditions d'égalité absolue.

3) *Régime international des ports et régime des voies ferrées.* — Sur ces deux points, la Conférence a élaboré des statuts très complets, en s'inspirant toujours des mêmes idées directrices de liberté et d'égalité. Elle les a soumis à tous les Gouvernements sous forme de recommandations.

Pour les voies ferrées, il est entendu que les conventions déjà existantes entre divers Etats ou groupes d'Etats seront revisées, en se conformant aux

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principes établis à Barcelone. Une convention universelle viendra ensuite se superposer aux accords régionaux. Elle sera établie par une nouvelle conférence générale qui devra se réunir dans un délai de deux ans.

4) *Les futures conférences et la Commission consultative du Transit.* — Il importait, ces résultats une fois acquis, d'en prévoir l'application. On a créé, pour cela, un organisme spécial, la Commission consultative et technique des communications et du transit. Elle sera composée de techniciens chargés d'étudier toutes les difficultés qui pourront se présenter et d'enrichir ainsi progressivement, à l'expérience, le code international des transports.

Cette commission comprend 16 Membres, soit les quatre Puissances qui font partie, à titre permanent, du Conseil de la Société des Nations : l'Empire britannique, la France, l'Italie et le Japon, et 12 autres Membres qui ont été élus par la Conférence elle-même : le Danemark, la Pologne, l'Esthonie, le Chili, l'Espagne, le Brésil, l'Uruguay, la Belgique, la Hollande, la Chine, la Suisse et Cuba. Les différends qui viendraient à s'élever entre les Parties contractantes lui seront soumis avant d'être portés devant la Cour internationale de Justice.

La Commission devra s'efforcer, en s'entourant de toutes les garanties nécessaires, de rendre après enquête par des experts, un avis motivé susceptible de concilier les divers points de vue en cause.

Enfin, la réunion de nouvelles conférences générales des communications et du transit a été prévue. Afin de tenir compte des nécessités régionales et continentales, des conférences partielles pourront également être convoquées.

Les délégués de 35 Etats ont signé l'Acte final de la Conférence avant de quitter Barcelone. D'autres signatures sont imminentes.

IV. Organisation de la Société

1° La Commission des Amendements au Pacte

La première Assemblée générale de la Société des Nations, qui s'est réunie à Genève en novembre-décembre 1920, a été saisie d'un certain nombre de projets d'amendements au Pacte constitutif de la Société.

En raison de l'importance que présentaient quelques-uns de ces projets, relatifs à l'organisation même de la Société ou aux obligations imposées à ses membres, elle décida de les faire étudier par une Commission spécialement désignée à cet effet.

Nommée par le Conseil dans sa session du mois de mars à Paris, cette Commission s'est réunie à Genève le 6 avril. Elle comprenait les membres suivants :

M. Arthur James Balfour M. O. M. P. (Empire britannique), président ;
M. Matziny (remplaçant temporairement M. Benès), (Tchéco-Slovaquie) ;
Dr Juan Carlos Blanco (Uruguay) ;
Vicomte Ishii (remplaçant temporairement le Prof. Hideo Hatoyama, Japon) ;
M. Palacios (Espagne) ;
Dr Antonio José Restrepo (Colombie) ;
M. Vittorino Scialoja (Italie) ;
M. Charles de Visscher (Belgique) ;
Dr V. K. Wellington Koo (remplaçant temporairement le Dr Wang Chung Hui), (Chine) ;
M. Herluf Zahle (Danemark) ;
M. Fromageot (Rapporteur en l'absence de M. Viviani), (France) ;
Le Docteur Van Hamel, Directeur de la Section juridique du Secrétariat, remplissait les fonctions de Secrétaire de la Commission.

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Les amendements soumis à l'examen de la Commission concernent 10 articles différents du Pacte et émanent de 11 Gouvernements.

Deux des nouveaux amendements présentés depuis la réunion de l'Assemblée se rapportent à l'article 21 (reconnaissance de la doctrine de Monroe).

L'amendement chinois tend à limiter les engagements internationaux considérés comme compatibles avec les dispositions du Pacte à la seule doctrine de Monroe, excluant ainsi des stipulations de l'article 21 les ententes régionales.

Le Gouvernement Tchéco-Slovaque, au contraire, propose dans son amendement d'encourager toutes les conventions entre deux ou plusieurs Membres de la Société, qui tendent à préciser ou à compléter les engagements en vue du maintien de la paix et de la collaboration internationale.

Les trois nouveaux amendements présentés par le Gouvernement néerlandais se rapportent à la nomination des Membres non permanents du Conseil, au règlement intérieur du Conseil et de l'Assemblée, à la fixation des dépenses de la Société des Nations.

La France a fait savoir qu'elle avait l'intention de présenter un amendement relatif à l'article 9 du Pacte (Commission permanente consultative pour les questions militaires, navales et aériennes).

La Commission des Amendements au Pacte a décidé d'ajourner la discussion de certains amendements : celle de l'amendement scandinave (arme économique) jusqu'au moment où la Commission du Blocus aura commencé ses travaux ; celle de l'amendement canadien (élimination de l'article 10) jusqu'au retour d'Amérique de M. Viviani.

La Commission a sollicité des explications supplémentaires au sujet de l'amendement argentin proposant d'admettre, sur leur demande, dans la Société des Nations, tous les Etats souverains.

L'étude préparatoire d'un certain nombre d'autres amendements présentant un caractère technique et juridique, tels que ceux qui sont relatifs à la Cour de Justice, à l'extension de l'arbitrage et des mesures de conciliation, à la date de la convocation de l'Assemblée, au mode de scrutin qu'elle devra suivre, etc., a été renvoyée par la Commission des Amendements à une Sous-Commission restreinte, composée des membres suivants: M. Fromageot (France) ; Sir Cecil Hurst (Grande-Bretagne) ; Prof. Hideo Hatoyama (Japon) ; Dr Antonio José Restrepo (Colombie) ; M. Herluf Zahle (Danemark).

La Commission des Amendements s'est ensuite ajournée jusqu'au mois de mai.

La Sous-Commission a commencé aussitôt après ses travaux préparatoires à Genève en s'inspirant des idées directrices dégagées dans la discussion d'ensemble qui avait eu lieu en commission plénière.

La Commission plénière prendra connaissance des études de la Sous-Commission lors de sa prochaine réunion en mai. Elle étudiera en même temps les amendements d'une portée plus générale qui n'ont pas été examinés par la Sous-Commission. Elle rédigera un rapport général qui sera transmis au Conseil. Ce rapport sera ensuite adressé aux 48 Etats de la Société des Nations qui en discuteront le contenu lors de l'Assemblée en septembre.

2° La Cour permanente de Justice internationale

L'Assemblée de Genève, dans ses réunions de novembre-décembre 1920, a élaboré le statut de la Cour permanente de Justice internationale qui siégera à la Haye. Le nombre des Etats signataires vient d'être porté à 32 par l'adhésion de la Bulgarie, de l'Espagne, de la Perse et de la Roumanie.

Mais l'Assemblée a stipulé que le statut de la Cour ne pourrait entrer en vigueur et que l'élection des juges ne pourrait avoir lieu qu'après dépôt des ratifications par 24 Gouvernements au moins. L'approbation préalable des

Parlements est généralement nécessaire. Le chiffre prescrit n'ayant pas encore été atteint, le Conseil, lors de sa dernière session, a lancé un appel pressant aux Gouvernements pour leur demander de se hâter. On espère obtenir d'ici peu les ratifications d'un certain nombre de Puissances, et notamment du Danemark, de la France, de la Grande-Bretagne, de la Hollande, de l'Italie et de la Suisse.

Sans attendre ces résultats, on a pris dès à présent des mesures pour assurer la constitution prochaine de la Cour, gênée par ces retards. L'élection des juges doit avoir lieu au mois de septembre prochain. Les onze membres de la Cour seront choisis par l'Assemblée et le Conseil; le scrutin se fera sur une liste dressée par les représentants des Etats à la Cour d'Arbitrage qui existe actuellement à La Haye ou par des personnes désignées dans les mêmes conditions que ces représentants, s'il s'agit de nations qui n'ont pas signé les Conventions de La Haye.

En raison du peu de temps qui reste d'ici l'élection, le Conseil de la Société a autorisé le Secrétaire général à faire, dès le 1er avril, le nécessaire pour obtenir la désignation des candidats.

Aussi les Gouvernements des Etats Membres de la Société ont-ils été invités, à cette date, à faire connaître les noms de leurs représentants à la Cour d'Arbitrage, ou, s'il n'y sont pas représentés, des personnes qui seront appelées à désigner les candidats à la Cour permanente de Justice.

Le Secrétariat pourra ainsi recevoir, en temps utile, les éléments nécessaires pour dresser la liste des candidats, qui sera soumise au mois de septembre au Conseil et à l'Assemblée.

3° Les armements

La Commission temporaire mixte, chargée d'étudier la réduction des armements, dont le Conseil de la Société des Nations a décidé la création le 25 février à Paris, se réunira au mois de juin, sous la présidence de M. Viviani. Elle doit comprendre: six personnalités connues pour leur compétence en matière politique, sociale et économique; six membres de la Commission militaire de la Société des Nations; quatre membres de la Commission Economique et Financière; six membres du Bureau international du Travail.

Le Conseil de la Société des Nations, dans la même session, avait pris un certain nombre d'autres mesures relatives à la question des armements. Il avait décidé notamment que le Bureau international, créé en 1890, et installé à Bruxelles pour exercer le contrôle du trafic des armes et des munitions, pourrait être rattaché à la Société des Nations. Celle-ci serait ainsi mise en mesure de remplir immédiatement le rôle analogue qui lui incombe, en vertu de la Convention signée à Saint-Germain.

Le Gouvernement belge, sous l'autorité duquel était placé ce Bureau, s'est rallié, au début du mois d'avril, à cette suggestion du Conseil de la Société.

Le Gouvernement hollandais vient, d'autre part, d'informer le Secrétariat qu'il a l'intention d'adhérer à la Convention sur le trafic des armes aussitôt qu'il y sera invité par les Puissances signataires.

4° L'enregistrement des traités

Le nombre des traités enregistrés par le Secrétariat de la Société a dépassé la centaine au cours du mois d'avril. Tous ces actes internationaux sont publiés par le Secrétariat qui, au cours du mois, a fait paraître le fascicule III du 2me Volume des traités enregistrés. Cette publication contient des traités en anglais, en français, en allemand, en danois, et aussi, pour la première fois, en russe et en lithuanien.

Cette publicité des accords et traités internationaux a été prescrite par l'article 18 du Pacte. Parmi les traités enregistrés jusqu'à présent, 22 ont

été transmis par la Grande-Bretagne, 13 par la Conférence des Ambassadeurs, agissant au nom des Principales Puissances alliées, 11 par la France, 12 par l'Allemagne, 12 par le Danemark, 9 par la Suisse, 4 par la Belgique, 4 par la Lettonie, 4 par les Pays-Bas, 3 par la Norvège, 3 par la Pologne, 3 par la Tchéco-Slovaquie et 1 respectivement par la Finlande, le Japon, la Lithuanie, le Portugal et la Suède. Certains d'entre eux sont d'une grande importance, tels, par exemple, les documents relatifs à l'alliance anglo-japonaise et à l'alliance militaire franco-belge, l'accord de San-Remo sur les pétroles et l'accord commercial de l'Angleterre et de la Russie des Soviets.

5° La Commission d'enquête

Sur le désir de l'Assemblée de Genève, le Conseil a désigné une Commission d'enquête chargée d'examiner, tant pour le Secrétariat général que pour le Bureau international du Travail, tout ce qui se rapporte à l'organisation et aux méthodes de travail, à la qualité, au nombre et aux traitements du personnel et aux dépenses générales de l'organisation.

Cette Commission est composée de :

MM. Noblemaire (France), Membre de la Chambre des Députés, président ;
le Comte Avet (Italie), Conseiller d'État ;
Figueras (Espagne), Président de la Banque de Bilbao ;
Johnson (Grande-Bretagne), du Ministère du Trésor britannique, rapporteur ;
Villanueva (Nicaragua), Ministre du Nicaragua à Paris.

Elle effectue actuellement son travail d'enquête à Genève et doit soumettre un rapport aux Membres de la Société avant le 1er juin 1921.

V. Questions économiques et financières

Les secours financiers à l'Autriche

Les principales Puissances alliées, le 17 mars dernier, à la suite de leur réunion à Londres, ont saisi à la Commission financière de la Société des Nations du problème autrichien.

Elles ont déclaré qu'elles étaient disposées à abandonner provisoirement les droits que leur confèrent les Traités, au point de vue financier et au point de vue des réparations, à condition que les autres Gouvernements intéressés renoncent temporairement, eux aussi, au recouvrement de leurs créances.

D'autre part, la Commission financière de la Société des Nations a été priée de rechercher s'il était possible de venir en aide à l'Autriche en appliquant à ce pays le système de crédits internationaux, dont la Conférence financière internationale de Bruxelles a recommandé l'adoption.

La Commission financière s'est réunie à Paris et elle a publié, le 9 avril, le résultat de ses délibérations, sous forme d'une réponse aux Gouvernements alliés.

Les mesures, dont elle estime l'adoption nécessaire, sont les suivantes :

1. La période de suspension des privilèges conférés par le Traité de Saint-Germain ne saurait être inférieure à vingt ans.

2. Les emprunts et les crédits de toute nature qui seront contractés en faveur de l'Autriche devront jouir d'un droit de priorité absolue par rapport aux privilèges abandonnés par les Puissances alliées, et cela pendant toute la période d'amortissement, même si elle est supérieure à vingt ans.

3. Il importe, avant tout, de restaurer la vie économique en Autriche. Pour cela, il faut que ce pays retrouve le libre exercice de son commerce extérieur ; c'est également l'intérêt des autres Etats voisins, issus de l'an-

cien Empire austro-hongrois. La Commission estime donc que ces Etats doivent se mettre d'accord pour faire tomber toutes les barrières et supprimer les prohibitions qui entravent leurs rapports économiques.

4. La liquidation de la banque d'Autriche-Hongrie doit se faire aussi promptement que possible, ainsi que la répartition des dettes de l'ancienne monarchie. Il faut que l'Autriche soit mise en possession d'une part équitable de l'actif de la banque, ce qui lui facilitera la réorganisation de sa banque d'émission.

5. L'Autriche elle-même doit prendre les mesures suivantes :

a) Emission d'un emprunt intérieur par souscription publique pour couvrir, en tout ou partie, le déficit budgétaire actuel et limiter l'émission excessive de papier-monnaie.

b) Réduction aussi prompte que possible des dépenses budgétaires.

6. Si ces conditions sont acceptées, la Commission financière de la Société est prête à accepter la tâche qu'on lui propose. Il faut toutefois qu'elle reçoive les pouvoirs nécessaires pour la mener à bonne fin : droit de contrôle sur la gestion des gages que l'Autriche est prête à donner en échange des emprunts et des crédits dont elle a besoin ; contrôle de l'emploi de ces emprunts et de ces crédits. En outre, aucun emprunt extérieur ne devra être émis sans son approbation préalable.

En attendant la réponse des Gouvernements intéressés, la Commission a envoyé trois enquêteurs en Autriche : un de ses membres, M. Avenol et deux spécialistes des questions financières : Sir Drummond Fraser et un banquier danois, M. Gluckstadt.

VI. Le conflit polono-lithuanien

Le différend qui a surgi entre la Pologne et la Lithuanie au sujet de la région de Vilna a été examiné par le Conseil de la Société des Nations, au cours de sa session de février-mars, à Paris. Les représentants de la Pologne et de la Lithuanie, MM. Askenazy et Galvanauskas ont été entendus, ainsi que le colonel Chardigny, chef de la Mission envoyée sur place par la Société des Nations. En raison des difficultés de toutes sortes qu'aurait présentées une consultation populaire, le Conseil a décidé de renoncer à cette solution. Il lui a semblé préférable de provoquer des négociations directes entre les Gouvernements polonais et lithuanien afin de régler toutes les questions territoriales, militaires et autres qui divisent ces deux pays. Le représentant de la Belgique au Conseil, M. Hymans, a été chargé de diriger ces pourparlers.

Il a convoqué les plénipotentiaires des deux parties à Bruxelles pour le 18 avril, en spécifiant que ces premières négociations auraient un caractère préliminaire et qu'on rechercherait d'abord s'il était possible de régler la situation provisoire du territoire contesté. Ce point particulier avait été étudié par le Conseil, mais le Gouvernement polonais faisait des réserves sur quelques-unes des conditions prévues en ce qui concerne notamment la réduction des effectifs du général Zeligowsky, installés sur le territoire de Vilna et l'organisation du ravitaillement de la contrée.

La proposition de M. Hymans a été acceptée par les deux Gouvernements. Une première entrevue a eu lieu à Bruxelles le 20 avril entre la Délégation lithuanienne dirigée par M. Galvanauskas et la Délégation polonaise composée, en l'absence de M. Askenazy malade, du Comte Sobanski, Ministre de Pologne à Bruxelles, et de M. Lukasiewicz. La Délégation polonaise estimant qu'il lui fallait un certain temps pour recevoir des instructions définitives de son Gouvernement, on a renvoyé d'une quinzaine de jours la deuxième séance officielle. Mais, dans des conversations privées entre

M. Hymans et les deux Délégations, des résultats très importants ont été dès à présent obtenus. Les parties intéressées sont, en effet, disposées à ne pas se borner à l'examen des questions préliminaires qui devaient faire le premier objet des négociations. Elles ont entrepris, sans plus attendre, un examen d'ensemble du problème et elles cherchent, dans l'intérêt des deux pays, à régler non seulement la question de Vilna, mais aussi celle, plus générale, des relations à établir entre la Pologne et la Lithuanie.

VII. L'administration de la Sarre

Le Traité de Paix a confié à la Société des Nations le soin d'administrer le Territoire du Bassin de la Sarre, par l'intermédiaire d'une Commission de Gouvernement. C'est à ce titre que l'Allemagne a adressé récemment au Secrétaire général de la Société des Nations une lettre pour protester contre la présence de troupes françaises et contre l'exercice de la juridiction militaire française dans le territoire de la Sarre. Le Gouvernement allemand priait la Société des Nations de faire le nécessaire pour que la Commission de Gouvernement ne tolérât plus un état de choses qui, à son avis, est en contradiction avec le Traité de Versailles. Il demandait que sa protestation fût portée à la connaissance des Membres de la Société des Nations.

Le Secrétaire Général a communiqué cette correspondance, pour examen, aux Membres du Conseil. Il a en outre transmis la protestation de l'Allemagne au Président de la Commission du Gouvernement de la Sarre.

Le président de la Commission de Gouvernement a répondu au Secrétaire Général par une note détaillée dans laquelle il explique les raisons du maintien des troupes françaises.

D'après le Traité de Versailles, la Commission doit, en toute circonstance, assurer la protection sur le Territoire de la Sarre des personnes et des propriétés. Elle ne pourrait pas le faire avec la seule gendarmerie locale. Les forces de police existantes devraient être en effet portées de 30 hommes à 4000 pour pouvoir remplir cette tâche. Ce serait une lourde charge pour les habitants du Territoire de la Sarre. Les troupes françaises ne sont point une force d'occupation, mais une garnison mise à la disposition du Président de la Commission pour lui permettre de remplir les obligations que lui impose le Traité de Paix.

En ce qui concerne la juridiction militaire, une Cour suprême de Justice a été créée récemment. Tous les cas pour lesquels les tribunaux ordinaires ne seront pas considérés comme compétents, seront portés devant cette Cour. Le rôle des Conseils de Guerre sera limité aux règles généralement admises en droit international: ils n'auront plus, vis-à-vis de la population de compétence que dans des cas tout à fait exceptionnels, et c'est d'ailleurs la pratique suivie depuis plusieurs mois.

VIII. Questions humanitaires

1° La lutte contre le typhus en Europe orientale

Une Commission d'enquête composée des membres suivants:

Prof. Winslow	Dr Frick
Dr Ferrière	Prof. Madsen
Dame Rachel Crowdy	Dr Norman White

vient de se rendre en Pologne pour visiter les districts les plus menacés par l'épidémie de typhus qui désole le pays. Elle a visité les principaux hôpitaux de la région ainsi que les stations de quarantaine sur lesquelles sont dirigés les prisonniers de guerre polonais et russes et les émigrés civils venant de Russie. Pour se rendre compte de l'extension de l'épidémie, la Commission s'est également rendue dans les maisons particulières où elle a pu constater

qu'il y avait encore un grand nombre de personnes malades ou en convalescence.

La Société des Nations a déjà envoyé en Pologne des fournitures de toutes sortes et des ambulances automobiles. Un grand nombre d'Etats participent à cette œuvre. Mais toutes les contributions promises n'ont pas encore été versées. Il importe que ces paiements soient effectués sans retard. La Commission d'enquête a en effet conclu que les ressources mises à sa disposition étaient insuffisantes et qu'il fallait subventionner largement les efforts du Gouvernement polonais. Elle a approuvé les mesures prises par ce dernier et décidé de lui fournir immédiatement 15 hôpitaux de 50 lits chacun, ainsi que des vêtements, des produits alimentaires, des moyens de transport et des remèdes.

Il est nécessaire de continuer dans cette voie et d'intensifier encore l'envoi de fournitures et de subsides.

2° La Commission d'enquête en Turquie et dans les pays avoisinants

L'Assemblée de Genève et une de ses Commissions ont examiné, en novembre-décembre 1920, le problème des déportations de femmes et d'enfants en Turquie. Conformément à la décision prise à cette époque, le Conseil a décidé de nommer une Commission d'enquête qui se rendra compte sur place de la situation. Cette Commission vient d'être définitivement constituée. Elle se compose de Miss Emma Cushman proposée par les représentants à Constantinople du « Robert College », du « Constantinople College » et de la Mission américaine, du Docteur Kennedy proposé par le Haut Commissaire britannique à Constantinople et de Madame Gaulis proposée par le représentant de la France au Conseil.

3° Les réfugiés russes

Le succès obtenu par le Haut Commissaire de la Société des Nations, le Dr Nansen, qui a dirigé le rapatriement des prisonniers de guerre de l'Europe orientale, a incité un certain nombre d'organisations à saisir la Société du cas des réfugiés russes disséminés à travers l'Europe. Si on y comprend les troupes du Général Wrangel, on estime qu'il s'agit d'un million de personnes environ.

A la suite d'une délibération du Conseil, le Secrétariat de la Société a adressé à tous les Gouvernements une circulaire pour leur demander leur avis sur cette question. Le Ministre des Affaires Etrangères de France a répondu le 11 avril. La Société devrait, à son avis, assumer cette tâche et désigner un Haut Commissaire chargé d'organiser le rapatriement des réfugiés qui demandent à retourner en Russie ou de trouver des emplois pour ceux qui ne veulent pas y rentrer. Certains pays, où la main-d'œuvre est rare, comme le Brésil et le Pérou, leur offriraient, semble-t-il, un débouché favorable. Le Gouvernement belge s'est rallié à cette manière de voir. Il désirerait, en outre, qu'un statut légal fût donné aux réfugiés russes en Europe.

Le Ministre des Affaires Etrangères d'Allemagne a également répondu au Secrétariat en signalant l'intérêt que présente ce problème pour l'Allemagne; il a proposé de constituer un bureau central pour s'en occuper.

Le Secrétariat de la Société étudie actuellement la question, qu'il mettra au point pour la soumettre à la prochaine réunion du Conseil, en juin.

En attendant, l'œuvre de secours aux réfugiés russes est assurée par les Croix-Rouges et autres sociétés similaires qui, à maintes reprises, ont eu l'occasion de collaborer avec la Société des Nations pour des entreprises humanitaires.

IX. Divers

1° Les finances de la Société

Conformément à une décision de l'Assemblée, le Gouvernement suisse a désigné, pour examiner les comptes de la Société, M. H. Ryffel, Chef du Service des Finances, et M. Kohler, Contrôleur adjoint des Finances. Leur examen a porté sur les trois premiers budgets de la Société des Nations. Le premier, ou Budget d'organisation, était de 297.029 livres sterling dont 97 ½ % ont été payés par les Etats sociétaires. Seuls, la République Argentine et le Salvador ont négligé de verser leur contribution. Le second Budget, de 10 millions de francs-or, était destiné à couvrir les dépenses du second semestre de 1920. Le troisième s'élève à 21.250.000 francs-or pour l'ensemble de l'année 1921. Le premier des Etats à verser sa contribution a été la Finlande, admise dans la Société des Nations au mois de novembre.

Le rapport des deux contrôleurs suisses sera probablement soumis à la prochaine session du Conseil.

2° Publications officielles

Le N° 9 du Journal Officiel de la Société des Nations a paru dans le courant du mois d'avril. Il contient d'importants documents sur les mandats C. applicables aux anciennes colonies allemandes du sud-ouest africain et du Pacifique, le procès-verbal de la onzième session du Conseil qui s'est tenue à Genève du 14 novembre au 18 décembre 1920, le rapport de la Commission permanente consultative de la Société pour les questions militaires, navales et aériennes et le rapport de la Commission économique et financière provisoire.

3° Liste des réunions futures

Mai 2	Réunion de la Commission de l'Opium, Genève.
» 3	Conférence entre les délégués de la Pologne et de la Lithuanie, à Bruxelles, sous la présidence de M. Hymans.
» 5	1re réunion de la Commission provisoire d'Hygiène, Paris.
» 20	Réunion de la Commission économique et financière, Londres.
Juin 2	Commission d'enregistrement des Traités, Genève.
» 2	Session de la Commission des Amendements au Pacte, Genève.
» 3	Commission du Transit, Genève.
» 9	Session du Conseil de la Société des Nations, Genève.
» 30	Réunion de la Commission temporaire mixte pour la réduction des armements, Genève.
» 30	Réunion de la Conférence internationale sur la Traite des femmes, Genève.
» 30	Commission internationale du Blocus, Genève.
Juillet 5	Réunion du Conseil d'administration du Bureau international du Travail, Stockholm.
Août 1	Commission internationale de l'Emigration, Genève.
Septembre 5	Seconde Assemblée générale de la Société des Nations, Genève.

IMPRIMERIE ATAR, GENÈVE

SUPPLEMENT
TO THE
MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

MAY
1921

Information Section of the
League of Nations, Geneva

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Activities of the League since its Creation

January 1920 to April 1921

I. Introductory Note.

A monthly summary of the activities of the League of Nations will henceforward be published by the Information Section of the Secretariat. The first number appeared in May 1921.

To enable readers to follow the various matters which will be dealt with in this monthly Bulletin, it has been thought necessary to make a short general epitome of them, published in the form of a supplement to the Bulletin. This epitome will contain an outline of the main features of the organisation of the League and a summary of the work which it has accomplished during the first 15 months of its existence from January 10th, 1920, to April 1st, 1921.

II. Organisation and working of the League.

1. The Assembly, the Council and the Permanent Secretariat.

The Treaty of Versailles came into force on January 10th, 1920. As early as January 16th, the first meeting of the Council was opened at Paris under the presidency of M. Léon Bourgeois. It was on this date that the League of Nations came into existence and assumed the various duties incumbent upon

it in virtue of its constituent Covenant. Its Council—which consists of the four principal Allied Powers, France, Great Britain, Italy and Japan (who are ex-officio members) and also of four non-permanent members—immediately commenced to deal with the principal problems which the authors of the Treaties at Paris had reserved for the League of Nations.

The four States who were to be non-permanent members of the Council at its first meeting had been nominated by the Covenant. They were Belgium, Brazil, Spain and Greece. The elections, which were carried out by the General Assembly at Geneva in December 1920 confirmed the appointments of Belgium, Brazil and Spain. China was elected in place of Greece.

The Council of the League of Nations has up to the present time held twelve meetings in various European cities, Paris, London, Rome, San Sebastian, Brussels and Geneva. It will henceforward hold its meetings in the latter town, which is the seat of the League, its presidency being held by its various members in rotation. The President holding office for the time being is M. Gastao da Cunha, the Brazilian Ambassador at Paris.

The Assembly, which consists of representatives of all States members of the League, held its first meeting at Geneva, in November-December 1920, under the presidency of M. Paul Hymans, head of the Belgian Delegation. A certain number of States, who had not been invited by the Treaty of Versailles to adhere to the Covenant, had submitted to the Assembly applications for admission to the League. Six of these States were elected members of the League: Albania, Austria, Bulgaria, Costa Rica, Finland and Luxembourg, thus raising to 48 the number of States who are now Members of the League. In addition, Esthonia, Latvia, Lithuania and Georgia were admitted to the Technical Organisations of the League (Economic and Financial Organisation, Organisation for Communications and Transit, Health Organisation).

The Assembly and the Council, together with the Permanent Secretariat, constitute the essential parts of the machinery of the League of Nations.

According to the provisions of the Covenant, the two first-named may deal with any matter within the sphere of action of the League or affecting the peace of the world. The Assembly has decided to meet regularly once a year at Geneva, on the first Monday in September. Each State, no matter of what size, is allowed three delegates only, and may only record one vote in the Assembly. The Council, one half of the members of which are elected by the Assembly, is entrusted with the permanent conduct of affairs when the Assembly is not sitting.

The permanent Secretariat is the administrative organ which prepares the work of the Assembly and Council, and takes steps to carry out the decisions which those bodies have taken. It consists of a certain number of sections corresponding to the various activities of the League.

2. Accessory Organisations.

In addition, a certain number of Commissions and organisations of various kinds have been created in order to deal specially with certain classes of questions which are provided for in the various articles of the Covenant or the Peace Treaties.

(a) *Permanent Court of Justice.* — One of the chief tasks of the League —in fact the very reason for its existence—is to take steps to preserve the peace of the world. The most important of the measures which it has taken, since its creation, to prevent war is, beyond doubt, the establishment of the Permanent Court of International Justice.

All previous attempts in this direction had failed. The Conferences which met at the Hague in 1899 and 1907 had succeeded in constituting a permanent Court of Arbitration, but it had not been possible to institute a supreme judicial authority for international disputes. As a result of the world war,

however, it was felt necessary to make a further attempt. Article 14 of the Covenant directs the Council to prepare a draft scheme for a Permanent Court of International Justice.

The Council decided, in February 1920, to entrust an international Committee of eminent jurists with the task of drawing up a draft scheme. This Committee met at the Hague in June-July of the same year. The draft scheme worked out by this Committee was adopted by the Council with some slight modifications. It was subsequently passed, with further modifications, by the Assembly at Geneva. Thus, for the first time, the representatives of a great number of Governments in all parts of the world undertook, by common agreement, to constitute an impartial organ, a supreme tribunal, to which they would submit their international disputes.

The scheme adopted by the Assembly is a happy compromise between the opposing tendencies which had made themselves felt in the course of the preliminary debates. The election of the eleven judges of the Court will be carried out simultaneously by the Council and by the Assembly, which must agree upon a common list of names in accordance with an ingenious system proposed by the Committee of Jurists; the desires of the great Powers and the small Powers will thus be equally respected. On the other hand, the Statute of the Court, in the form in which it was adopted by the Assembly at Geneva, does not establish compulsory jurisdiction. The delegates, however, adopted a kind of compromise between the supporters of compulsory jurisdiction and those of voluntary jurisdiction. One of the clauses of the Statute enables the contracting States to adopt compulsory jurisdiction among themselves for certain classes of disputes.

The United States have been invited to sign the Protocol of the Statute of the Court of Justice.

(b) *The Military, Naval and Air Commission and the Problem of Armaments.* — The problem of disarmament arises under Article 8 of the Covenant according to which "the Members of the League recognise that the maintenance of peace requires the reduction of national armaments to the lowest point consistent with national safety and the enforcement by common action of international obligations."

Article 9 further provides for the constitution of a permanent Commission to assist the Council in considering military, naval and air questions. This Commission is composed of military, naval and air representatives, who are appointed by the countries, Members of the Council, each State being allowed three representatives. It is divided into three Sub-Committees—military, naval and air, which have permanent secretariats at the seat of the League.

This Commission met for the first time at San Sebastian during the eighth meeting of the Council. It immediately set to work to consider the measures for the reduction of armaments provided for in the various Peace Treaties, and the enforcement of which is clamoured for on all sides. The Supreme Council of the Allied Powers declared, in March 1920, that it was desirable to reduce armies to a peace footing in all countries, to limit armaments to the minimum consistent with national security, and to invite the League of Nations to consider proposals, with that object, at the earliest possible moment.

In September the Financial Conference of Brussels recommended that the Council of the League should, as soon as possible, confer with the various Governments with a view to obtaining their agreement to a general reduction in the overwhelming burden imposed by armaments upon the impoverished populations of the world.

In November the 6th Committee of the Assembly of the League of Nations stated that the question of a definite and general limitation of armaments was dependent upon the complete carrying out of the reduction

in armaments imposed by the Treaties upon certain belligerent powers. It is a fact that these Treaties accorded to the League of Nations a right of investigation which was to be used, if occasion arose, in order to supervise these reductions and to ensure that they are maintained.

The Advisory Commission for Military, Naval and Air Questions of the League has already submitted to the Council a certain number of proposals, based on these decisions, which the latter has adopted. These proposals refer in particular to the exchange of full information on military questions between the various States Members of the League and also to preliminary measures in connection with the exercise of the right of investigation into the question of armaments which has been accorded to the League.

(c) *The Armaments Commission.* — The Geneva Assembly in the course of its discussions upon the problem of the reduction of armaments formed the opinion that, from the outset, it was necessary that States Members of the League should agree not to intensify their military preparations. By virtue of a Recommendation of the Assembly, which was adopted by 30 votes to 7, the Council has submitted to the various Governments a proposal that they should, with certain reservations, undertake not to exceed during the two financial years following the next budget the total figure of military, naval and air expenditure provided for in that budget.

The Assembly also expressed a wish that persons possessing the necessary competence in political, social and economic matters should collaborate with military, economic, financial and labour experts in order to formulate practical recommendations. This is rendered necessary by reason of the complex nature of the problems raised at the present time in connection with the question of armaments.

In pursuance of this decision of the Assembly, the Council formed a Temporary Mixed Commission upon which members of the Military Commission of the League of Nations, of the Economic and Financial Commission, and of the Governing Body of the Labour Office will work in conjunction with the following delegates :

M. Viviani, France (President of the Commission).
M. Branting, Sweden.
M. Fisher, England.
M. Orlando, Italy.
M. Rivas-Vicuna, Chili.
M. Tatsuke, Japan.

(d) *Supervision of the Traffic in Arms.* — With regard to the supervision of the traffic in arms and munitions, a Convention was signed on September 10th, 1919, at St. Germain by a certain number of Powers. There has, however, been a certain amount of delay in the deposit of ratifications.

The Council of the League, being of opinion that a strict system of control over traffic in arms would be very beneficial to civilisation, issued an appeal to all States signatories to the Convention, requesting them to ratify it without delay. At the same time it asked States which had not signed the Convention whether they were prepared to append their signatures and deposit their ratifications.

Moreover, as is well known (see Monthly Bulletin, No. 1), the International Bureau established at Brussels for the purpose of supervising the traffic in arms has been attached to the League of Nations.

(e) *The Blockade Commission.* — Should any Member of the League resort to war in disregard of the engagements entered into under the Covenant, the other States Members of the League, by virtue of Article 16, are bound immediately to break off all commercial or financial relations with that State.

A Commission has been selected in order to prepare the way for the use of this economic weapon and is to be composed of representatives of the following countries : Cuba, British Empire, Spain, France, Italy, Japan, Norway and Switzerland. It may, during consideration of the measures to be adopted, consult with the other organisations of the League of Nations, such as the Provisional Economic and Financial Commission and the Permanent Advisory Commission for Military, Naval and Air Questions. Its labours will be embodied in a report which will be submitted to the Council in August, in order that the latter may consider it before presentation to the second Assembly.

In the meantime, the necessary steps have been taken so that Article 16 would, if necessary, be immediately applied against a Covenant-breaking State. At the request of the Council, the Secretary-General of the League of Nations has already asked the Governments of Members of the League to inform the Blockade Commission what powers they possess at the present time which would enable them to put into effect an economic blockade against a Covenant-breaking State.

(f) *The Mandates Commission.*— Article 22 of the Covenant of the League of Nations defines the status of mandated countries. They are "colonies and territories which, as a consequence of the late war, have ceased to be under the sovereignty of the States which formerly governed them, and which are inhabited by peoples not yet able to stand by themselves under the strenuous conditions of the modern world." The guardianship over these peoples is entrusted to certain powers who will exercise it as mandatories on behalf of the League of Nations.

In accordance with Article 22, the mandated territories may be divided into three categories according to the degree of civilisation of the inhabitants : Mandates "A", including countries which formerly belonged to the Ottoman Empire ; Mandates "B", including the mandated portions of Central Africa ; Mandates "C", former German colonies in the Pacific Ocean and South West Africa.

In order to assist the Council of the League in the study of these questions and to examine the annual report which the Mandatory Powers must submit to the League of Nations, a Permanent Commission was appointed in February last during the 12th session of the Council of the League in Paris.

This Commission is to include the following members :

M. Beau, France.
Mme Bugge Wicksell, Sweden.
M. D'Andrade, Portugal.
The Honorable Ormsby-Gore, British Empire.
M. Orts, Belgium.
M. Theodoli, Italy.
M. van Rees, Holland.
M. Kunio Yanagida, Japan.

During the same meeting, the Council of the League of Nations received a communication upon the subject of mandates from the Secretary of State of the United States of America. This communication referred to a note addressed to the British Foreign Minister and sent at the same time to the French and Italian Governments. In this note the Government of Washington expressed a wish that the draft Mandates drawn up by the Allied Powers should be sent to it before submission to the Council of the League of Nations, in order that it should be in a position to give the Council exact information with regard to the principles upon which its approval of the

Mandates was dependent. In its communication to the Council, the Government of the United States made reservations in particular with regard to the "C" Mandates, the terms of which had already been approved by the Council at one of its earlier meetings, and disputed the allocation to Japan of the Isle of Yap, a former German possession in the Pacific.

The Council of the League of Nations at once informed the American Government that the terms of Mandates "A" and "B", referring to Asia Minor and Africa, would be considered at a later date. It, therefore, laid stress upon the advisability to a representative of the United States discussing this question with the Council.

With regard to Mandates "C" which had been communicated to the Council by the Principal Allied Powers, the Council of the League of Nations, in its answer to the United States, pointed out that the League was not concerned with the distribution, but only with the administration of these territories, and that any dispute upon this point that might arise should be settled between the United States and the Supreme Council of the Allied Powers.

3. Technical Organisations.

(a) *The Advisory Economic and Financial Commission.* — A Provisional Economic and Financial Commission has hitherto assisted the Council in the consideration of technical questions referred to in Articles 23 and 24 of the Covenant. The Geneva Assembly adopted the necessary measures in order to substitute an advisory body for this Commission. One of its most important tasks will be to supervise the carrying out of the Recommendations made by the International Financial Conference at Brussels.

As will be remembered the Council decided at its second meeting that this Conference should be summoned. Its task was to study the international financial situation which had been profoundly disturbed by the war and to endeavour to find suitable remedies. Qualified representatives of 35 nations, including the United States, took part in this Conference under the presidency of M. Gustave Ador. They collected a considerable amount of information of a financial nature and laid down a series of principles calculated to further the re-establishment of normal economic relations between nations. The labours of the Conference at Brussels have enabled the League of Nations to prepare various interesting schemes of international economic cooperation. One of these, the *Ter Meulen* scheme, is concerned with the obtaining of international credits by States, and the nationals of States, who need them in order to pay for their essential imports. The Financial Commission of the League of Nations is now considering the practical application of this scheme as a basis for the re-establishment of the financial position of Austria.

(b) *The Advisory Commission for Communications and Transit.*—In October 1920 a Conference upon the question of Passports was summoned by the League of Nations and met at Paris to consider the simplification of the formalities which are at the present time imposed upon travellers when crossing the frontiers. Officials of all countries, with special knowledge of this class of question and profiting by each other's experience, themselves prepared the schemes which were submitted to their Governments.

This method of enquiry with a view to finding solutions of questions of general interest was again employed at Barcelona to seek remedies for the transportation crisis which has paralysed the commercial activities of Europe since the war. The results of this Conference were given in the first number of the Monthly Bulletin. We will only mention here that the delegates of 42 States, meeting in that town, provided the League of Nations with an advisory Committee for questions of transit and communications, whose task it will be to see that the principles laid down are applied and extended.

(c) *Health Organisation.* — The General Assembly of the League provided for the creation of a Health Organisation, for the purpose of coordinating the work of the different international organisations at present in existence, of putting health organisations in different countries into closer touch with each other, and of cooperating with the International Labour Office, the Red Cross, and other similar associations. Pending its final establishment, which is in course of completion, the Council set up a provisional Committee at its meeting in February, 1921. This Committee held a meeting in Paris on May 5th; a record of its proceedings will be found in the second Monthly Bulletin.

4. The International Labour Office.

The International Labour Office, established at Geneva, consists of:

(1) An international conference including all countries represented in the League of Nations, with the addition of Germany. Each country sends four delegates to this conference; two representing the Government, one representing Workmen's Organisations, and one representing Organisations of Employers. The Conference meets once a year. It has already met at Washington in November, 1919, and at Genoa in June, 1920. It will meet for the third time at Geneva in October, 1921.

(2) The Governing body of 24 members, representing the chief industrial States, and meeting about every two months.

(3) A permanent office, an institution similar to the Secretariat of the League of Nations.

The International Labour Office prepares Labour Conventions with the assistance of the delegates of the Governments, of the Employers' Organisations and of the Workmens' Organisations; these conventions must then be ratified by the different parliaments. As examples of these, we may cite the conventions concerning the Eight Hours Day, Limitation of Night Work, Protection for Women and Children in Industry, and the Control of Dangerous Methods of Manufacture. The Genoa Conference in 1920 dealt with regulations for the work of seamen in the Mercantile Marine.

III. Political activities of the League.

1. Special obligations arising under the Treaty of Versailles.

(a) *Free City of Danzig.* — Article 102 of the Treaty of Versailles lays down that Danzig and its territories shall be established as a Free City by the Principal Allied and Associated Powers and placed under the guarantee of the League of Nations. The latter is represented in the city by a High Commissioner, who is, at present, the British General Haking.

Article 103 lays down that the constitution of the Free City shall be drawn up by the duly appointed representatives of the Free City, in agreement with the High Commissioner, and that this constitution shall be placed under the guarantee of the League of Nations. According to the terms of the same article, the High Commissioner is entrusted with the task of dealing, in the first instance, with all differences arising between Poland and the Free City with regard to the Treaty of Versailles or any arrangements or agreements made thereunder.

A draft constitution has been drawn up in accordance with the above provisions. It has been submitted to the Council of the League of Nations, which has examined it at its recent meetings, and has decided to ask the Danzig Government to better it in certain respects.

In particular, the Council desires that the draft should be remodelled upon more democratic lines. The High Commissioner had pointed out that

the real power in the Free City was in the hands of a few Senators, appointed for 12 years and responsible neither to the Parliament nor to the people. The Council asked that they should be made completely and really responsible, and that their term of office should be reduced in such a manner that the Popular Assembly should be able to decide more frequently with regard to the renewal of their appointments.

With regard to further modifications in the Danzig Constitution, the Council, before making definite proposals, desired to be informed as to public opinion in the Free City. General Haking is, therefore, to consult the Popular Assembly and the Senate and will then send a full report to the Council with all necessary information with regard to the opinions of the different political parties in these two bodies.

Various other questions concerning Danzig have also been settled by the Council; in particular it refused consent to the carrying out by the Free City of an order for military rifles; and it nominated the Swiss Colonel de Reynier as President of the Port and Waterways Board.

(b) *The Saar Basin.* — In accordance with Article 48 of the Treaty of Versailles, the League of Nations appointed three out of the five members of he Commission for delimiting the frontiers of the Saar territory.

In addition, the Council, in accordance with an annex to the same Treaty, appointed the Members of the Governing Commission of the Territory; it is composed as follows:

French Member — M. Rault, President.
Saar Member — Dr. Hector.
Other Members — Major Lambert (Belgian),
Count de Moltke Huitfeldt (Danish)
Mr. R. D. Waugh (Canadian).

The Governing Commission represents the League of Nations. In accordance with the instructions of the Council, it has, since its establishment, rendered reports to the League from time to time on its administration and on the conditions existing in the Saar Territory.

(c) *Eupen and Malmedy.* — Under Article 34 of the Treaty of Versailles, it was the duty of the League of Nations to decide whether the transfer to Belgium of German sovereignty over the districts of Eupen and Malmedy should become permanent.

Rejecting the arguments put forward by the German Government in a series of notes, the Council, as a result of a Popular Expression of Opinion held in these territories, definitely confirmed this transfer.

2. Activities of the League in the exercise of its Mission of Peace and Justice.

(a) *The Dispute between Lithuania and Poland.* — By telegram dated September 5th, the Polish Government asked the Council to take measures with a view to avoiding war between Poland and Lithuania. The Lithuanian Government, on their part, accepted for the purposes of the enquiry into this dispute, the obligations imposed on members of the League.

The Council first urgently begged the two Governments concerned to take the necessary steps to prevent the hostilities which appeared imminent. It also proposed to them that they should pledge themselves to respect a provisional boundary line.

The Council then appointed a Commission, which was entrusted with the task of supervising on the spot the strict observance by the two parties concerned of the obligations which they had undertaken.

This Commission of control was speedily constituted, and left for Suwalky on September 30th. It was presided over by the French Colonel Chardigny, the others members being: Colonel Vergera (Italian), Major Keenan (British), Major Herce (Spanish) and Captain Yanamaki (Japanese).

At Paris, the Acting President of the Council, M. Léon Bourgeois, assisted by two members of the Council, Viscount Ishii, representative of Japan, and M. Quinones de Leon, representative of Spain, were directed to take charge of this question in the future.

Fresh complications soon arose particularly as a result of the surprise attack on Vilna made by General Zeligowski and an irregular force of Polish troops.

The Council of the League fortunately succeeded in localising this dispute at its meeting of October, 1920 at Brussels, when it investigated the question in the presence of delegates of Lithuania and Poland. It was first intended to organise a Popular Expression of Opinion, the preparation of which was entrusted to a Plebiscite commission, composed of:

Colonel Chardigny, President
General Burt, (English)
M. Brichanteau (Italian)
M. Saura (Spanish) and
M. Naze (Belgian).

The Council obtained the consent of the two Governments concerned. But although the Polish and Lithuanian Governements have always maintained their acceptance of the principle of a public expression of opinion, various difficulties arose which delayed the carrying out of this scheme.

The Council was thus led to alter its original decisions. In February, 1921, at Paris, it heard the representatives of the two parties to the dispute, and also Colonel Chardigny, President of the Plebiscite Commission, who had come specially from Vilna for that purpose. The Members of the Council unanimously agreed in deciding that it would be preferable to institute direct negotiations between Poland and Lithuania under the Presidency of M. Hymans, Belgian representative on the Council.

They first asked the two governments concerned to undertake certain engagements, adherence to which seemed necessary in order to avoid any armed conflict. It was particularly necessary to obtain a diminution of the strength of General Zeligowski's troops in the area under dispute, and the reduction of the Lithuanian covering troops to two divisions, and also to provide for the food supply of the country.

Since then, the settlement of this dispute has entered its second phase, in which it still remains, and which is explained in Nos. 1 and 2 of the Monthly Bulletin. The negotiations are taking the form of a general enquiry into the territorial, military and other questions arising between the two countries.

(b) *The Question of the Aaland Islands.* — The British Government, on June 19th, 1920, informed the League of Nations of the dispute existing between Finland and Sweden with regard to the Aaland Islands. The action of Great Britain was based on the right of intervention, under such circumstances, which is conferred on members of the League by Article 11 of the Covenant.

In the two meetings, at which the question of the Aaland Islands was dealt with by the Council, M. Branting, the representative of Sweden and M. Enckel, the representative of Finland, took part in the deliberations.

Tho two parties each explained their point of view. With their consent the delegates of the population of the Aaland Islands were also allowed to

submit a statement to the Council. The latter, before intervening, consulted an international commission of jurists, particularly as to whether, in its opinion, this was a question which should be left, by international law, to be dealt with by Finland, or whether, on the other hand, it was within the competence of the Council.

This Commission, which sat from August 3rd to September 5th, was of the opinion that the Council was competent to recommend any solution "which it might consider the most just and the most suitable."

In September, 1920, therefore, the Council decided to appoint a Commission of Enquiry on the spot, which would be required to submit to it a report on the question. This Commission, composed of Baron Beyens (Belgian), M. Calonder (Swiss), amd Mr. Elkus (American) has completed its labours. Its report, a brief summary of which is contained in No. 2 of the Monthly Bulletin, will be considered by the Council at its meeting at Geneva in June.

(c) *Protection of Armenia.* — In March, 1920, the Supreme Council proposed that the Armenian State should be placed under the protection of the League of Nations. It subsequently informed the Council of the League that it was asking President Wilson whether the United States would accept a Mandate for Armenia. The Government of the United States did not feel able to accept this proposal.

As a result of the debates which took place in November and December 1920, in the Assembly of the League of Nations, President Wilson and the Governments of Spain and Brazil agreed to serve as mediators between Armenia and the Kemalists. The Council of the League, which since then has constantly kept in touch with them, was entrusted with the task ol watching this delicate question, which was still further complicated by questions of general politics. In fact, it concerns all the signatory States of the Treaty of Sèvres, which has not yet been ratified.

(d) *The Protection of minorities.* — Numerous religious, linguistic and racial minorities are at present isolated in Central and Eastern Europe in the midst of alien majorities. Their protection is provided for by special clauses of the Treaties of Peace under the guarantee of the League of Nations. These minorities may address protests and submit reports to the League, but in order that the Council should be competent in the matter, one of its members must specially draw its attention to the cases under dispute.

At its tenth meeting the Council requested its members to remind their respective Governments of the obligations conferred under this head upon the Powers represented on the Council as regards the protection of minorities.

In this connection, a dispute has been regulated between Poland and Austria regarding the Jews who had come from Eastern Galicia into Austria, and who were threatened with expulsion by the latter. The Council succeeded in obtaining guarantees for these Jews on the part of the two Governments concerned.

The Council has also intervened on the question of the emigration of the Bulgarian minorities from Greece to Bulgaria, and vice versa, to the satisfaction of both parties.

IV. Humanitarian activities of the League.

1. Campaign against Typhus in Poland.

The League of Nations has, from the outset, been occupied with health conditions in Europe, which were menaced by the war and by the epidemics which followed upon the war. In particular, the League determined to help the Polish Government as far as possible in its campaign against the typhus epidemic, which is ravaging Eastern Europe. In March, 1920, the Council

sent forth an appeal to the Governments for funds, and contributions were promised by fourteen States. An executive committee was formed, and one of its members, Dr. Norman White, carried out an enquiry in Poland. On December 7th, at a meeting of the Assembly at Geneva, numerous delegates, including those of the most distant countries, such as Persia, India and China, made speeches promising immediate help. The total amount of contributions promised during the Assembly amounted to £ 140,000 sterling.

The action undertaken by the League continues to make progress; a report of the latest steps taken by it is contained in No. 1 of the Monthly Bulletin.

2. Repatriation of prisoners of war.

The grave problem of the repatriation of the 300,000 prisoners of war who, in 1920, were still detained in Eastern Europe and Asia, also occupied the attention of the Council. The latter entrusted the organisation of the repatriation of these unfortunate people to the Norwegian Explorer, Dr. Nansen. The latter, who was given the position of High Commissioner of the League of Nations, immediately set to work with the aid of the various Red Cross Societies, and, at the end of the year, was able to announce that he had succeeded in his task and that he was then completing this undertaking by repatriating the last bodies of prisoners detained in the Caucasus and northern Russia.

3. Opium Traffic.

The control of the Opium Traffic, which, under the Hague Convention, had been entrusted to Holland, is now in the hands of the League of Nations, which has appointed a Commission to carry out this humanitarian duty.

A record of the work of this Commission will be published in No. 2 of the Monthly Bulletin.

4. Traffic in women and children.

On June 30th an International Conference will assemble at Geneva to discuss the measures to be taken in order to suppress the traffic in women and children. A Committee of Enquiry has also been formed to investigate this problem, particularly in Asia Minor.

V. Assistance given by the League to the Associations for the purpose of furthering international cooperation.

Whenever an occasion has arisen, the League has given its moral support to the Associations which aim at furthering international co-operation.

At its second meeting it decided to be represented at the Conference of Red Cross Societies, which was to meet at Geneva. At its eighth meeting it decided to send to the President of the International Red Cross Committee a letter assuring the Committee that the latter could count on the moral support of the League in all the tasks that it might undertake to remedy the evils resulting from the late war.

The International Organisation of Intellectual Labour.

Finally, the Council has given its support to the work of private organisations which aim at perfecting the International Organisation of Intellectual Labour.

The Union of International Associations, an organisation which comprises a large number of societies of all countries, and which proposes to centralise and give publicity to all forms in which intellectual life expresses

itself throughout the world, has sent a number of recommendations to the Council. This organisation has collected at Brussels various international establishments, such as the International Institute of Bibliography and Documentation, the Collective International Library and the Documentary Archives, the International Museum and the Offices of the great International Associations. In September last, it added an International University there at the same city at this University, courses and lectures by experts and professors of all countries are organised every year. This scheme for an International University was submitted to the League of Nations at the beginning of 1920. At its meeting at San Sebastian, the Council promised its support to the University, and informed it that the Secretariat was authorised to facilitate as far as possible the carrying out of the international work which it was to undertake,

Further, a credit was granted to the University of International Associations, in order to cover the cost of printing a " Code of Recommendations and Resolutions of International Congresses." This code will include decisions taken at 3000 meetings held by International Groups during the last 75 years. In its report to the Assembly at Geneva, Senator Lafontaine of the Belgian Delegation stated that this code would, in fact, constitute " the international notebooks of humanity."

The Assembly at Geneva adopted a resolution approving the steps which the Council had taken in this matter.

PRINTED BY ATAR, GENEVA.

MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

No 2. ——— **JUNE 1st 1921** *

Information Section of the League of Nations, Geneva

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I. Foreword.

The most general demand made upon the League of Nations by public opinion in all parts of the world has been for a clear, direct summary account of the various activities of the League as they progress from day to day. It is hard to imagine a more difficult task than that of keeping public opinion in 48 different States spread all over the world and speaking many different languages closely in touch with the many lines of activity upon which the League has embarked. Much news about the League has been issued through the telegraphic agencies, but almost always on single specific questions. Similarly, a great deal of information has been sent out by the League by mail, but again necessarily very largely on specific questions.

Suggestions have been received from widely different sources that such publicity is too spasmodic and too detailed to afford any general view of the activities of the League as a whole. The League has consequently been urged to develop some system of more or less regular periodical reports which would show both the general scope of its work and also the actual progress in each different line. To meet this necessity, the Information Section proposes publishing a *résumé* of each month's activities in each branch of League work. In many cases reference will be made to longer documents already prepared by the League and available on request to the Information Section, League of Nations, Geneva.

II. Summary of the Month.

The carrying out of the decisions of the Assembly and of the Council and the general work of organisations of the League have been continued during the month of May. New signatures have been received to the Protocol of the Statute of the Permanent Court of International Justice. The ratifications of Denmark and Switzerland have been added to that of Sweden, already given.

Three Commissions have either been or are in the course of being set up: the Temporary Mixed Commission for the Reduction of Armaments; the

* N° 1 of the Summary dated April 1921. It has been thought more convenient to date this and future issues by the day of publication.

International Committee of Blockade; and the Mandates Commission. Important Treaties have been registered.

The Committee of Enquiry into the Organisation of the Secretariat-General and of the International Labour Office has finished its work and published its report, which approves in general terms the present organisation and the work accomplished to date.

The Financial Committee of the League has met at London to consider the report of the delegation which it had sent to Vienna, and the large project of financial restoration which has been prepared by the Austrian Government in accord with the delegates of the League,

So far as political affairs are concerned, the Aaland Islands Commission has presented its report. In Brussels direct negotiations between Poland and Lithuania on the dispute between them have been continued, under the presidency of M. Hymans. Finally a request from Albania has been put on the agenda for the next sitting of the Council.

Questions raised in connection with the administration of the Saar Valley and of the Free City of Danzig have been the subject of active correspondence between the Secretary-General and the administrations of these areas under the League of Nations. These questions will be brought forward at the next Council meeting.

The humanitarian side of the League's activities have been marked during the month by a meeting of the Opium Traffic Committee, by the projected constitution of a Provisional Health Committee, and by the convocation of an International Conference against the Traffic in Women and Children.

III. Organisation of the League.

1. The Council and the Assembly.

(a) *The next meeting of the Council of the League of Nations.* — The President of the Council, M. Da Cunha, Ambassador of Brazil in Paris, has fixed the 17th of June as the date of the next meeting of the Council. The Commissions set up by the Council in conformity with the resolutions of the Assembly will present their first reports in the course of its Session. The Council will hear the preliminary report of the Committee on Amendments to the Covenant, of the Opium Traffic Consultative Committee, the report of the Committee of Enquiry into the working of the Secretariat and of the International Labour Office, and the report of the Committee for preparing a new scheme for contribution on the part of members of the League to its expenses. The Council will also consider the reports of the Technical Organisations of the League, the report of the Barcelona Conference on Communications, the report of the Consultative Economic and Financial Committee and of the Provisional Committee of Health.

Political questions such as the Polish-Lithuanian dispute, the Aaland Islands question, and the Albanian Frontier question, will be also considered. The agenda also contains other important matters, such as those connected with the Administration of Danzig and the Saar, the Mandates question, and the International Bureaux. The draft Budget of the League for 1922 and the report of the Auditors will be submitted to the Council for examination in the course of this sitting.

(b) *The summons to the second General Assembly of the League.* — The President of the Council, M. Da Cunha, Brazilian Ambassador in Paris, has sent the following summons to all the countries who are Members of the League:

"I have the honour, in accordance with Rules 1 and 3 of the Rules of Procedure of the Assembly of the League of Nations, to summon the Assembly to convene at Geneva at 11 a.m., on Monday, September 5th, 1921.

(*Signed*) GASTAO DA CUNHA."

At the same time the Secretary-General has circulated to all the Governments Members of the League a circular letter reminding them that if they wished to add to the agenda questions other than those which are already placed on it, they should send them to the Secretary-General as soon as possible. At the present moment the first matter on the agenda is the examination of the Reports of the special Commissions whose establishment was requested by the first Assembly. The second Assembly therefore will have to take decisions on the question of Amendments to the Covenant, the Registration of Treaties, Economic Blockade, the Organisation of the Secretariat and of the International Labour Office, the Distribution of the Expenses of the League, all being questions on which special Commissions are engaged or have already terminated their work.

In the second place, the work of the different Technical Organisations of the League will be examined by the Assembly, which will therefore occupy itself with the general organisation of the following Conferences and Commissions, and of the results which have been obtained by them: Economic and Financial Commission; Consultative Provisional Committee on Communications and Transit; Health Committee; Committee for the Suppression of the Opium Traffic, and on the International Conference on the Traffic in Women and Children.

Undoubtedly the most important problem to come before the Assembly will be that of the institution of the Permanent Court of International Justice. Amongst other important questions which the Members of the League will be called upon to deliberate on are the reduction of Armaments, which will be the subject of a report by the Commission which is to sit in the month of June, the request for mediation by Bolivia in its dispute with Chili, the nomination of the four non-permanent Members of the Council, and the Budget for the League in 1922. Finally, whatever demands for admission to the League are presented before the month of September will be examined. The Secretariat has already received official information that Hungary will shortly transmit a request for admission to the League of Nations.

2° The Permanent Court of International Justice.

In the course of the past month Belgium, Czecho-Slovakia and Jugoslavia have signed the protocol of the Statute of the Court, and the signatures of Australia and Finland are expected immediately. Two fresh ratifications have been received in addition to that of Sweden, already in the hands of the Secretariat. Denmark has ratified the protocol of the Statute of the Court as well as that relating to compulsory jurisdiction. The Swiss Government announces that the Federal Assembly has also ratified the two protocols. These resolutions of the Federal Assembly could become the subject of a referendum. Japan's ratification will arrive shortly. Italy's ratification is expected for June 17. The different Governments continue to send to the Secretariat the names of the persons who are to draw up the candidates for the judgeships of the Court. Replies on this subject have been received, not only from the Governments of States represented on the Court of Arbitration at The Hague, but also from States which are not represented. On 1st June the definitive list of these electors will be drawn up, and a circular letter dispatched, inviting them to proceed to the nomination of candidates. Should the number of ratifications necessary not then have been obtained the nominations will be conditional only, that is to say, they will only be valid if the next Assembly is in a position to proceed to the election of judges. The nominations should reach the Secretariat before 15th August.

3° Armaments.

Temporary mixed Commission for the reduction of armaments. — As has already been announced, this Commission is to meet in Geneva in June, under the Presidency of M. Viviani.

The Permanent Consultative Military Commission and the Governing Body of International Labour Office have nominated the following members to represent them on the Commission:

For the Permanent Consultative Commission:

Major José Maria Penido (Brazil).
Admiral Sir Somerset A. Cough-Calthorpe, G. C. M. G., K. C. B., (British Empire).
Rear-Admiral the Marquis de Magaz (Spain).
Marshal Fayolle (France).
Brigadier-General Marietti (Italy).
Major-General Inagaki (Japan).

For the Governing Body of the International Labour Office:

Three Members representing Labour:
MM. Jouhaux (France).
Oudegeest (Netherlands).
Thorberg (Sweden).

The employers members of the Governing Body do not feel themselves authorised to accept the responsibility which the League of Nations wished them to assume.
28. 5. 21.

4° The Economic Weapon.

The International Blockade Committee. — The first Assembly requested the Council to set up an International Blockade Committee to examine the application of Article 16 of the Covenant, this Committee having the duty of submitting the result of its work to the Council, which in turn will present it to the Assembly at its next session. The Committee, according to the terms of the Assembly resolution, was to consist of eight members at most; it was to have the right to call in the assistance of experts in a consultative capacity, and half the members were to belong to States not represented on the Council. At its last meeting in Paris, in February, the Council decided to invite France, Great Britain, Italy, Japan, Cuba, Norway, Spain and Switzerland to nominate representatives on this Committee. The following nominations have been made:

France, M. Jean Gout.
Switzerland, M. Max Huber.
Norway, M. Christian Sparre.
Japan, M. Minoru Oka.
Cuba, Dr. Aristides de Aguero y Betancourt.
Spain, M. Pablo Garnica.
Italy, M. Carlo Schanzer.

Following a decision of the Council, the Secretary-General requested the Members of the League to let him know, for the use of the Committee, the means actually at their disposal for carrying out their obligations under Article 16. He also asked them to send him any other information or documents which might help the work of the Committee as it had been defined by the Assembly. Members of the League have also been invited to inform the Secretariat of any interpretations or commentaries which have been made by them or in their name on Articles 12 and 17 of the Covenant, and also to send in any official reports which have been published on the application and effect of the blockade against the Central Powers during the late War. Only the Governments of Great Britain, France, India, Holland, Norway, Spain and Switzerland have so far replied to this request for information.
27 5. 21.

5° The Mandates Commission.

All the experts on colonial affairs who have been invited by the Council of the League of Nations to become members of the Permanent Mandates Commission have now sent their replies. The object of the Commission is to examine the annual reports sent to the League by the Mandatory Powers on the administration of territories entrusted to them. The Commission is further to assist the Council in all questions relative to Mandates. The following members have accepted the invitation, to sit as individuals and not as representing the Governments of the countries to which they belong:

M. Beau, France.
Mme Anna Bugge Wicksell, Sweden.
M. Freire d'Andrade, Portugal.
The Hon. W. Ormsby Gore, Great Britain.
M. Pierre Orts, Belgium.
M. Van Rees, Holland.
M. Theodoli, Italy.
M. Kunio Yanagida, Japan.

Mr. W. Cameron Forbes, formerly Governor-General of the Philippine Islands, was obliged to decline the invitation of the Council, as he had been charged with an official mission of enquiry in these islands, by the American Government, which is to take place immediately.
28. 5. 21.

6° Registration of Treaties.

During the month the Secretariat of the League of Nations has registered a certain number of treaties, of which the most important is the Treaty of Union in Central America. This Treaty has been sent to the Secretariat for registration by the Republic of Salvador. According to the covering letter of M. Juan Francesco Parédès, Foreign Minister of the Salvador Republic, this Treaty would appear to mean a new stage in the political evolution of Central America States. The Treaty was signed on 19th January, at San José de Costa-Rica, by the Republics of Salvador, Guatemala, Honduras and Costa-Rica. It provides for the creation of a new sovereign and independent State, which will take the name "Federation of Central America".
27. 5. 21.

7. The Committee of Enquiry.

The Report of the Committee of Enquiry, appointed by the Assembly of the League of Nations to enquire into the organisation of the Secretariat and of the International Labour Office, was published on May 31st and will be received by the Council for transmission to the Assembly at its next meeting. The composition of the Committee was given in last month's Bulletin. In its report the Committee expresses its general approval of the work accomplished and of the present organisation. It calls attention to the financial disadvantages of the present seat of the League, owing to the cost of living and the high rate of exchange, and suggests certain economies, such as the concentration of all meetings, as far as possible, at the seat of the Secretariat, thus avoiding additional travelling expenses, and the reduction of postal and telegraphic charges on the part of the Swiss Government. It examines the payment and conditions of employment of the staff of the Secretariat, and makes certain recommendations in regard to payments made in the nature of subsistence or entertaining allowance and as to the periods of engagement and methods of selection. It reviews the present financial organisation of the League, and suggests that, in future, accounts should be kept in Swiss

francs instead of in gold francs. On the general organisation of the Secretariat it gives the results of its enquiries into various departments, and suggests a modified re-grouping of sections. In the case of the Labour Office the same general approval is expressed, and similar recommendations made.

IV. Economic and Financial Questions.

Financial Aid for Austria.

The provisional Financial Committee of the League of Nations met in London on May 23rd to examine the report of the Commission of Enquiry which it had sent to Austria in connection with the question of the re-establishment of Austrian credit. This matter was referred to the League of Nations last March by the Principal Allied Powers, and the Financial Committee of the League subsequently drew up what it considered to be the essential conditions for the assumption of the task. It also appointed three of its members, M. Avenol, French Financial Delegate in London, Sir Drummond Fraser, organiser of the International Credit Scheme, and M. Glückstadt, Counsellor of State and Director of the Danske Landmands Bank, Copenhagen, to go to Vienna for the purpose of making an investigation on the spot. This Commission entered into direct communication with the Austrian Government which, on May 9th, gave its reply to the proposals put before it. The principal points of the reply are:

1. The establishment of a general financial plan to carry out Budget economies, to open up new sources of revenue (suppression of State subsidies for the purchase of foodstuffs; reforms concerning Government officials; increase in the State revenue; and administrative reforms).

2. The creation of a new Austrian Bank of Issue with a capital of 100 million gold francs, at least half of this capital to be raised abroad; half of the members of the Board of Directors are to be Austrians. A new currency replacing the crown will be issued and its value will have to be determined. The notes of this Bank expressed in terms of the new currency, will be legal tender.

As cover for its internal circulation and as a pledge for its external loan, the Bank will dispose of the following guarantees: Revenue from the tobacco monopoly, the customs and the State forests; allocation of Austria's share of the assets when the former Austro-Hungarian Bank is liquidated.

Furthermore, a legal mortgage of 4% will be charged on all Austrian real estate in favour of the Bank.

All Treasury transactions will be centralised in the Bank. The Government assets, whether gold or foreign securities, will be deposited with the Bank.

3. Creation of a Committee of Control (whereof one half will be nominated by the Financial Commission of the League of Nations) to supervise the utilisation of all the resources coming from abroad, the guarantees offered by the State, and the general execution of the restoration plans.

4. Flotation of an internal loan which will be necessary to meet the financial needs of the Government and to replace the issue of paper money. In order to raise this capital with the greatest possible measure of certainty, Austria is willing to guarantee fortwith a compulsory mortgage of 2% on all private real estate in order to raise internal revenue.

5. In order to ensure the abandonment of recourse to the issue of new notes, the Austrian Government considers that during the preliminary period of transition, temporary advances are indispensable for the purchase of foodstuffs abroad and for complete equilibrium of the State Budget.

The proposals of the Austrian Government have been officially approved by the representatives of the different Austrian political parties, namely, the Pan-German Popular Party, the Christian Social Group of the National Assembly, the Social Democratic Group, the Bourgeois Labour Party, and the German Peasant Party.

In their written statement given to the Chancellor, these parties are willing to support the Federal Government in the carrying out of the projected measures.

This general programme has been considered by the Financial Committee of the League of Nations in its session which opened on May 23rd. Besides the members of the Enquiry Committee which had been sent to Vienna, there were also present : Sir Henry Strakosch (South Africa), Sir Basil Blackett (British Treasury), M. Ter Meulen (Holland), M. Giannini (Italy), M. Kengo Mori (Japan), M. Janssen (Belgium), M. Wallenberg (Sweden), and M. Pospisil (Czecho-Slovakia). After having discussed the various propositions which were submitted for its consideration, and after having heard the explanations of its delegates to Vienna, the Financial Committee has drawn up its final report in answer to the request of the Principal Allied Powers of 17th March last.

In this report the Committee is happy to place on record the fact that the British, French, Japanese and Czecho-Slovakian Governments, in conformity with its earlier proposal, have expressed their willingness to accept the suspensions of the liens on the Austrian assets under the Peace Treaty of St. Germain for a period of at least 20 years. It hopes that the other Governments will signify at a very early date their adherence to a measure whose preliminary adoption is necessary to carry out the plan of financial restoration of Austria.

It hopes also that the Conference which will take place at Porto Rosa between the Succession States of the former Austro-Hungarian Monarchy will facilitate the resumption of normal economic relations between them.

The Committee accepts the view that the conditions absolutely essential to the restoration of Austria are : The reform of the currency, to be effected by a strong and independent Bank of Issue, the balancing of the Budget at the earliest possible date, and the flotation in the immediate future of a substantial internal loan in order to ensure the abandonment of recourse to the printing press.

The Committee considers, on the other hand, that the Bank of Issue should be set up as soon as possible but that the currency reform, however, should not necessarily be introduced at the same time. The Bank should look upon it as its first duty to support the exchange value of the krone and to prepare the reform which will replace the existing notes by a completely new currency with a definite value.

With regard to the composition of the Committee of Control it is suggested that in addition to the three representatives of Austria, four members should be nominated by the Financial Committee instead of three as suggested by the Austrian Government.

Temporary advances will be immediately required during the transition period. In order to achieve this, the issue of Ter Meulen Bonds will be allowed under certain conditions which are set forth by the Committee. The assets offered by the Austrian Government will be at once assigned as security for these advances. The advances will be repayable and will be a first charge on the proceeds of the external loans provided for in this programme. The Committee has received definite assurances that sufficient temporary advances to enable the programme to operate for some months will be available within a few weeks, on the condition that the Austrian Government carries out the programme of financial reform.

In the conclusion of its report, the Committee points out the great extent to which its task has been facilitated owing to the fact that it acted on behalf of the League of Nations.

The work done by the Financial Committee of the League of Nations has been carried sufficiently far for the re-establishment of Austrian credit to be put into operation immediately. At the same time the bringing into operation of this powerful financial mechanism depends upon a preliminary condition: this is the temporary suspension of the liens on Austria by the Governments which hold them. Some replies, such as those mentioned above, have already been received, but the work of the economic re-establishment of Austria can only begin when the Financial Committee of the League has received the adhesion of the interested Governments.

V. Political Questions.

1. The Aaland Islands Question.

The Report of the Commission of Enquiry.

The Commission of Enquiry sent by the League of Nations to the Aaland Islands has finished its work and drawn up its report. The dispute between Finland and Sweden on the subject of the Islands was submitted to the League of Nations in June, 1920, by the British Government, acting under Article 11 of the Covenant. After having received the report drawn up on this subject by an International Commission of Jurists, the Council decided, on 20th September, that it was competent to recommend whatever solution it considered most equitable and most appropriate in the Aaland Islands question.

It therefore set up a Commission of Enquiry, composed of Baron Beyens (Belgium), M. Calonder (Switzerland), and Mr. Elkus (United States), which went to study the question on the spot.

The Report presented by the Commission does not bind the Council, which will decide in the course of its June session what action should be taken.

Summary of the Report of the Commission.

(a) *Geographical.* — The archipelago of the Aaland Islands, which is separated from Sweden by a strait, roughly speaking forty kilometres in width, belongs to Finland, with which it is connected by a group of islands, and in winter by an ice-field over which communication takes place. The establishment of a customs line between the Islands and Finland would under these conditions be very difficult. The population of the archipelago is, in round figures, twenty-two thousand, of which 95 % speak Swedish. It is important to notice that there are besides this 320,000 Swedes in Finland, i. e., about 11 % of the population of the country.

(b) *Historical.* — Since 1808, that is to say for more than one hundred years, Finland has been an autonomous State, the Grand Duchy of Finland, of which the Tsar was the hereditary Grand Duke. The Islands form part of this autonomous State. The complete independence of Finland was proclaimed in December, 1917, and recognised shortly afterwards without any reservation by several European Powers, including Sweden. Historical arguments therefore, as well as geographical, are in favour of the *status quo*.

(c) The inhabitants, however, in the course of the troubled years which followed the Russian Revolution, expressed on several occasions their desire to separate from Finland, and to be attached to Sweden. On the eve of the

Armistice, they addressed an appeal to the Presidents of the United States and of the French Republic, and to the British Government, claiming the right of self-determination, and in June, 1919, they proceeded to a plébiscite.

Sweden makes no actual claim over the Islands, but considers the expression of opinion of the Aalanders legitimate, and claims for them the right to proceed to a popular consultation. Finland refuses this solution of a plébiscite, basing itself on the sovereign rights of the Finnish State over its own territory.

So far as the right of sovereignty of Finland over the Islands is concerned, the Commission regards it as incontestable. To detach the Islands from the mainland is to take from Finland something which belongs definitely to her. So far as the right of self-determination is concerned, the Commission thinks that the Aalanders, being as they are a small fraction of the Finnish nation, cannot be treated in the same way as a nation taken as a whole. The separation of a minority from a State to which it belongs and its attachment to another nation cannot be treated as other than an extreme and quite exceptional solution, to be undertaken only in cases, for example, where the minority has been persecuted, which is not in question here.

Nevertheless, the population of the Aaland Islands, by reason of its strong traditions does form a group apart from the main territory of Finland. If attachment to Sweden were for that population the sole means of safeguarding its rights and preserving its language, the Commission would not have hesitated to consider such a soluttion. Finland, however, is ready to accord several guarantees, and to respect with loyalty any engagements which she may take towards the inhabitants. A solution of the question can therefore only be based on the maintenance of the sovereignty of Finland. Essential guarantees, however, must complete the law of autonomy for the province of Aaland, voted by the Finnish Diet on the 7th of May, 1920.

The guarantees recommended by the Commission are as follows :—

Primary teaching to be given exclusively in Swedish, and the exclusion of Finnish as a language to be obligatory and imposed by law.

Right of pre-emption to be given to the communes and to the inhabitants whenever a person or a corporation outside the Islands offers to buy property, the object being to prevent the influx of emigrants, which the Islanders fear.

Five years' residence to be imposed on any new inhabitants before they can exercise the franchise.

The right to be given to the general Council of the Islands to present to the Finnish Government a panel of three candidates from which the Governor of the Islands shall be chosen.

Recourse to the Council of the League of Nations and to the Permanent Court of International Justice in case of future difficulties.

If, as seems unlikely to the Commission, Finland refuses to give these various guarantees to the Aalanders, there would be no other solution possible than to have recourse to a plébiscite and to the separation of the Islands from Finland.

So far as Sweden is concerned, the Commission considers that by agreeing to this solution she would play a rôle "truly worthy of her civilising mission, of the generous manner in which she has unloosed her union with Norway and of the example which for more than a century she has set Europe in keeping outside every War".

The second part of the report relates to the disarmament and neutralisation of the Islands. The Swedish and Finnish Governments have both

presented proposals for neutralisation. They agree in recognising the necessity for a convention signed both by the Great Powers and by the States bordering on the Baltic, under the guarantee of the League of Nations. Details of a military kind will have to be settled by experts.

2. The Polish-Lithuanian Dispute.

As was stated in last month's Bulletin, negotiations were opened on 20th April in Brussels between the plenipotentiaries of the two parties, under the presidency of M. Hymans. As, however, the principal Polish delegate, M. Askenazy, was detained at Warsaw by indisposition, the actual debates did not begin till the 6th May. The intervening weeks were devoted by M. Hymans to private conversations with the two delegations which gave him the opportunity of examining their points of view and the fundamentals of the question.

M. Hymans proposed in the first instance to the two delegations to seek to come to an agreement on a provisional régime for the Vilna territory, and if an accord were realised on these preliminary questions, to proceed as soon as possible to a discussion of the basis of the problem. From the first meeting it became clear that a definite separation between these two classes of questions could not be made, and that the problems relating to the police and provisioning of Vilna could easily be settled if a definite understanding took place between the two parties. The two delegations then showed a disposition to enter at once into the fundamental aspects of the dispute.

M. Hymans indicated clearly the reason of the actual negotiations. The plébiscite had been abandoned in the first instance because of the obstacles opposed to it by the attitude of the parties themselves, and in the second place because it would not have furnished more than the elements of a purely territorial solution. The Council formed the impression that it was not a matter simply of tracing a frontier, but rather of regulating the relations between two neighbouring countries, and that if these relations could be established in a satisfactory manner the question of the attribution of Vilna to one or other of the parties would lose much of its importance.

On the proposal of H. Hymans, then, the two delegations agreed to examine the problem of their relations as a whole. It was agreed to assume hypothetically that the question of the attribution of Vilna had been arranged to the satisfaction of the two parties, and to find out whether a *rapprochement* could be obtained between Poland and Lithuania on their foreign policy, their customs régime, the employment of their military forces, and so on. Conversations of a more or less complete character took place on these different points, and they resulted provisionally in the project of a defensive military convention and of an economic accord going beyond the most favoured nation principle. The parties were then requested to explain their respective rights and claims over the town and territory of Vilna. The two statements showed that the distance between the Lithuanian programme and the Polish programme was still considerable.

M. Hymans then offered to draw up himself, on the basis of the impressions he had acquired in the course of the sittings, and of his private conversations, a general transactional programme which could be substituted for that of the interested parties and serve as a basis for discussion. The two parties gave their formal assent to this proposition. This programme has now been sent to the delegations with whom the question of its publication rests. The idea at the basis of M. Hymans's project is to make the settlement of the territorial dispute conditional on a permanent *rapprochement* between the two States. The two delegations have promised to decide at an early date whether they will take M. Hymans's project as a basis for discussion.

3. The request of Albania.

The Albanian Government have applied to the Council of the League to intervene in the question of Albania's relations with Greece and the Serb-Croat-Slovene State. The unsettled condition of Albania's frontiers and the fact that both States occupy points within Albania's 1913 frontiers are a danger to peace. The question has been placed on the Agenda of the June Council meeting and the three Governments have been invited to send representatives.

VI. Administrative Questions.

1. The Administration of the Saar.

The exchange of notes mentioned in the last issue of the Bulletin has been continued, the German Government having protested in two new notes against the presence of French troops in the Saar territory. In his first note, the German Minister of Foreign Affairs alleges that, contrary to the declarations of the Governing Commission, the French gendarmerie is being used not only for the protection of persons and property in the Saar Valley but for the collection of confidential information.

In the second note, the German Minister alleges that the Treaty of Versailles entrusts the protection of persons and property in the Saar territory to a local police force, and in any case the Governing Commission itself in providing for the presence of French troops declared that these troops were only being used till a local police force could be organised. The President of the Governing Commission has informed the Secretary-General that he has no further observations to make on the first of these two notes.

The German Government has also protested in a note of 31st March, 1921, against the expulsion of inhabitants of the Saar during the strike of public servants in August 1920. The protest was specially directed against the methods employed in these expulsions, and the reason given for it is the maintaining in force of the decrees of expulsion after martial law had been withdrawn. The President of the Governing Commission has informed the Secretary-General that he has no further comments to make on this question beyond those contained in his report at the time of the strike.

A decree of the Governing Commission has replaced the German mark by the French franc from 1st May in the administration of railways, posts, telegraphs, telephones, both in the fixing of charges and in the payment of personnel. This has led to a protest by the German Government which alleges that in conformity with the Treaty of Versailles, the mark is the only legal tender in the Saar territory, where the circulation of the franc could only be permitted as an act of grace.

The President of the Governing Commission in a note of 8th May explains that this change was necessary in order to balance the budget and to prevent the creation of a deficit. The decision appeared to him justifiable not only by reason of the special position given to French money in the Saar territory by the Treaty, but also by the fact that the Governing Commission has full powers to administer, and for its own benefit, railways, canals and the different public services, and that in the case of the protest it is for the Governing Commission to define itself the way in which these full powers will be exercised. In any case the present monetary situation in Germany, which has been created by a series of measures dictated by a state of war and characterised by an extreme inflation, must mean that German currency cannot pretend to be in equity legal tender in the Saar territory. As it is charged according to the terms of the Treaty of Peace with the duty of insuring the happiness of the population, the Governing Commission considers that it has the right to take, so far as the currency question in the territory is concerned,

every measure which appears to it to be in the best interests of the people. All these questions will be placed on the agenda of the next meeting of the Council.

2. The Free City of Danzig.

There are eight questions concerning the Free City of Danzig on the agenda of the next Council session. These questions relate to the Danzig Constitution, to which the Council of the League has requested certain amendments one of which has been rejected by the Volkstag of Danzig; to the defence of the City, which has been the subject of a report by the High Commissioner, who has concluded that Danzig could be better protected by the moral authority of the League; to the right of Poland to a free access to the sea; to the manufacture of arms in Danzig; and finally, to appeals from decisions taken by the High Commissioner.

A Transit Convention has recently been concluded between Germany on the one hand, and Poland and Danzig on the other. This Convention gives to Germany freedom of transit across East Prussia and Germany proper and recognises equivalent privileges for Poland and Danzig in those parts of East Prussia which lie between Poland and Danzig. Certain aspects of this Convention will also be considered by the Council.

VII. Humanitarian questions.

1. The Committee on the Traffic in Opium.

The Advisory Committee on the Traffic in Opium and other dangerous drugs held its first session at Geneva from 2nd to 6th May. The Committee was set up by the Council, following a resolution of the Assembly, and on the suggestion of the Netherlands Government.

The members of the Committee are:

M. W. G. van Wettum (Holland), Sir Malcolm Delevingne (Great Britain), M. Gaston Kahn (France), M. J. Campbell (India), M. A. Ariyoshi (Japan), M. Tang Tsai-Fou (China), M. Ferreira (Portugal), Prince Charoon (Siam).

Sir John Jordan, late British Minister at Pekin, M. Henri Brenier (French) and Mrs Hamilton Wright (American), who was, with her husband, one of the most remarkable protagonists in the campaign against opium, took part, as experts, in the debates.

The object of the Committee is to assist the Council in supervising the execution of agreements with regard to the traffic in opium and other dangerous drugs, a duty laid upon the League by Article 23 of the Covenant.

According to the terms of this Convention, the contracting powers agree to take necessary measures to control strictly the production, sale, export and import of opium, morphine, cocaine and other similar drugs, in order to limit the use of them to medical purposes.

The work of the Committee commenced by an examination of the situation from two points of view, from the point of view of the opium traffic and of the application of the Hague Convention. The Committee agreed that the War had greatly increased the danger to public health caused by opium and similar drugs, partly by postponing the application of the Hague Convention (the Convention though concluded in 1912 did not come into force until January 10th of this year) partly by bringing about some relaxing of the measures already taken in different countries against the drug traffic, and partly owing to the great amount of opium grown and sold for the medical needs of the various belligerent armies.

To-day the four opium-growing countries are China, Persia, Turkey and India. India has ratified the Hague Convention and strictly enforces its provisions. Persia has also ratified the Convention, but with reservations on vital clauses. Turkey will automatically ratify the Convention when she ratifies the Treaty of Sèvres. There remains China, who owing to her size produces much more opium than all the other countries put together. China has signed the Convention, and owing to a tremendous joint effort on the part of the Government and public opinion she had, four years ago, completely cleared herself of opium, but she was soon submerged by enormous quantities of opium which were smuggled in from abroad. In these circumstances the fight against opium has collapsed. The situation was further complicated by the political dissensions within China. To-day opium is being grown in three large provinces, whose military governors defy the distant central government and encourage the cultivation of the poppy in order to raise revenue for their troops. In addition the whole of North China is flooded with morphine, smuggled in from abroad.

Thus it seemed to the Committee that the Hague Convention had not been put into practice everywhere, and that moreover its recent application did not permit serious conclusions to be drawn as to its efficacy. While certain Governments had enacted rigorous measures of control, others had not yet adopted the Hague Convention.

It is with these considerations in view that the Committee has taken or recommended certain measures destined, on the one hand, to insure the application of the Convention, and on the other to make reforms.

(1) It has asked the Council to invite the States Members of the League — non-members to be approached by the Netherlands Government — to ratify the Hague Convention. Persia in particular will be asked to examine afresh her reservations. A certain number of recommendations have been put forward to enforce the stipulations of the Hague Convention regarding the medical use of opium, morphine and other similar drugs.

(2) As regards China, the Committee adopted the proposal of M. Tang Tsai-Fou, inviting the Council to call the attention of the signatories of the Hague Convention to Article 15 of the Convention, under which they pledge themselves to help the Chinese Government to prevent the smuggling of drugs into China. In addition, a proposal of Sir John Jordan was adopted, which asked the Council to invite the signatory Powers of the Convention to exercise pressure, through their Consular and other representatives in China, on the provincial Governments, in order to get them to take measures against the traffic in opium. In this connection it was made clear that no interference in China's internal affairs or any political objects whatever were intended. Finally, a last proposal of Sir John Jordan was adopted, which confided to an expert the duty of making an enquiry into the situation of China from the point of view of the opium traffic, in order to verify the information already received on this subject.

(3) The Committee has drawn up a questionnaire concerning opium and similar drugs. It is a document of about six pages in length which the Council of the League and the Netherlands Government will send to all Governments, both members and non-members of the League. Replies are to be asked for within three months from the European and within six months from the Far Eastern Governments. The questionnaire will furnish the fullest information on the measures and laws in existence against the abuse of dangerous drugs, their effect in practice, and the production, consumption and trade in opium and dangerous drugs.

The Committee will make a short report on its findings and recommendations to the forthcoming June meeting of the Council; this report will be submitted to the next Assembly. It is hoped, moreover, that all the

information asked for will be collected together as soon as possible, so that a report may be submitted for examination to the Committee by February, 1922, at the time of its next meeting. The Committee will thus be enabled to prepare a series of recommendations which it will put before the Council, with a view to render more efficacious and even to re-inforce the stipulations of the Hague Convention.

2. Constitution of a Provisional Health Organisation.

In the course of the first session of the Assembly certain resolutions were adopted with a view to the creation of a Permanent Health Organisation as part of the League. The essential point of the project has always been the attachment of the International Health Office to the new organisation of the League of Nations. The International Health Office has existed fourteen years, having been constituted as a result of an international agreement, signed at Rome in 1907, since which it has been the only international health organisation existing. Its constitution, however, limited its field of action and its slight financial resources have prevented it from developing.

It was thought that it would be advantageous for the League to work in common with the already existing Committee of the International Office and for the Office itself to extend its field of action, and increase the scope of its work. It was, however, necessary, in order to realise this union and in order to be certain that it would be approved by the Assembly of the League, to obtain for legal and diplomatic reasons the official consent of all the Powers which had signed the Rome Convention in 1907, even though most of these are Members of the League of Nations. At the request of the Council, the French Government undertook to approach the various countries on this subject.

At the last Council meeting in Paris it was announced that these diplomatic communications would take a considerable time. As the Council was anxious to carry out the wishes of the Assembly, as expressed in its resolutions, it decided to set up a Provisional Committee, with the object of carrying out as fully as possible the functions of a permanent organisation until such time as the latter could undertake these itself. The Council therefore asked the four Governments permanently represented on it, Great Britain, France, Italy and Japon, together with the Governing Bodies of the League of Red Cross Societies and the International Labour Office, to nominate members for this Committee. It decided also to invite the Committee of the International Office to nominate five other members. In the course of the first meeting of the International Office Committee, held on the 25th of April, its President, M. Velghe, submitted the question of electing these five members, but as the United States had refused its consent to the attachment to the League of Nations of any international organisation in which it took part, the French representative on the Committee and the majority of his colleagues thought that in these conditions it would be better to abstain from nominating representatives to the League of Nations Committee. The Provisional Committee which, in spite of this, met on the 5th of May in Paris, included therefore the following members :—

Dr. Léon Bernard, Professor of the Faculty of Medicine of Paris, French Delegate, President.
Dr. Buchanan, British Delegate.
Dr. Lutrario, Italian Delegate.
Dr. Morikuni Saito, Principal Inspector to the Ministry of the Interior, Tokio, Japanese Delegate.
Dr. Carozzi, Representative of the International Labour Office.
Professor Winslow, Representative of the League of Red Cross Societies.
Dame Rachel Crowdy, and Dr. Steegmann, Representing the Secretariat of the League of Nations.

It was unanimously agreed to present the following resolution to the Council :

"The present members of the Provisional Health Committee (being the British, French, Italian and Japanese delegates, a representative of the International Labour Office and a representative of the League of Red Cross Societies) affirm that by reason of the situation resulting from the letter of M. VELGHE, President of the International Health Office, the composition of this Committee does not conform to the resolutions of the Council of the League of Nations at Paris, and therefore does not allow of the execution of the programme which had been drawn up.

"They recommend the Council to set up a new Provisional Committee of Health to assist it according to the terms of Articles 23 and 25 of the Covenant, and to approach again the International Public Health Office, with a view to obtaining its cooperation, at least in a consultative capacity, in the Provisional Health Committee."

Typhus in Poland.

In the first Monthly Bulletin (p. 7) it was stated that the Commission of Enquiry which visited Poland recommended the establishment of fifteen hospitals. The number should have been *fifty*.

3. TRAFFIC IN WOMEN AND CHILDREN.

On 18th March, the Secretary-General communicated to the various Governments the resolution adopted by the Council, following a Resolution of the Assembly which asked the Council to call a Conference to coordinate the answers on the « White Slave » traffic received by the Secretariat in reply to its questionnaire, and to bring about unity between the views of the different Governments. The questionnaire was intended to furnish information on the measures which Governments have already taken or which they propose to take in order to suppress the Traffic in Women and Children in their territories. There have been invited to send one delegate each to the International Conference which will be held at Geneva on 30th June, not only the countries which signed the International Conventions of 1904 or 1910 or which have since adhered to these Conventions, but also, following the resolution of the Council, all other Governments which wish to take part. M. Michel Levie, Minister of State, and formerly Finance Minister in Belgium, has accepted the Presidency of the International Conference at Geneva.

27. 5. 21.

VIII. Official Publications.

PUBLICITY OF COUNCIL DISCUSSIONS.

The Council of the League has just published the complete Minutes of its twelfth sitting, held in Paris from 21st February to 4th March.

This publication inaugurates the wide publicity which the first Assembly, by a resolution, desired for the deliberations of the Council. The Minutes form a large volume of 206 pages (the text being both in French and English, at the price of twenty-five Swiss francs). It deals with important subjects, such as the present state of the Mandates question, including the exchange of notes with the United States, the Polish-Lithuanian dispute which includes the question of the passage of troops across Switzerland, the reduction of Armaments, the Permanent Court of International Justice, the dispute between Panama and Costa-Rica, the Danzig question, and the nomination of the members of the Committees on Blockade, Mandates, Amendments, and on the working of Article 18 of the Covenant, also of the Committee of Enquiry

into the Organisation of the Secretariat and of the International Labour Office, of the Committee on Opium, and of the Commission to enquire into the Deportation of Women and Children in Turkey and the neighbouring countries.

27. 5. 21.

IX. Calendar of Events.

June 1.	Second Session of the Commission on Amendments to the Covenant, London.
" 6.	Fifth Assembly of the Union of Voluntary Associations for the League of Nations, Geneva.
" 17.	Thirteenth Session of the Council of the League, Geneva.
" 17.	Meeting of the Commission on Armaments, Geneva.
" 30.	Meeting of the International Conference on the Traffic in Women and Children, Geneva.
"	International Commission on Blockade, Geneva.
July 9.	Meeting of the Governing Body, International Labour Office, Stockholm.
August 1.	International Emigration Commission, Geneva.
September 5.	Second Assembly of the League of Nations, Geneva.
October 25.	International Labour Conference Geneva.

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JUN 1922

MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

No 3.
JULY 1st 1921

Information Section of the League of Nations, Geneva

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I. Summary of the Month.

A series of important meetings was concentrated into the month of June, in order to bring up to date many outstanding questions before the League, and to prepare the groundwork for the Assembly in September. When the month closed, it may be said with accuracy that all the important questions before the League had either been advanced to a decision or to the furthest point immediately obtainable, with the result that it was made possible for the regular machinery of the League to function according to carefully-laid-out plans during the two summer months before the Assembly.

1. The Council.

The outstanding feature of the month was the Thirteenth Session of the Council at Geneva from June 17th to 28th, when not only the eight States on the Council, but also eight other States having special interest, as well as the Saar Valley, Danzig and the Aaland Islanders, were represented as follows:

States Members of the Council.

Japan:	Viscount Ishii (President).
Belgium:	M. Paul Hymans.
Brazil:	M. G. Da Cunha (replaced by M. Blanco).
China:	Mr. Wellington Koo.
France:	M. Gabriel Hanotaux.
Great Britain:	Mr. Fisher.
Italy:	Marquis Imperiali (replaced by M. Orsini Baroni).
Spain:	M. Quinones de León (replaced by M. Reinoso).

States represented for special cases.

Albania:	Bishop Fan Noli.
Austria:	M. Pflügl.
Finland:	M. Enckell.
Greece:	M. Alexandropoulos.
Lithuania:	M. Galvanauskas
Poland:	M. Askenazy.
Serb-Croat-Slovene State	M. Yovanovitch.
Sweden	M. Branting.

Communities specially represented.

Aaland Islands:	MM. Eriksson and Carlsson.
Danzig:	General Haking, High Commissioner; Herr Sahm, President of the Senate.
Saar Valley:	M. Rault, President of the Governing Commission.

In conformity with the recommendations of the Assembly for greater publicity of Council procedings, five sessions were held in public. All of these were on the more important political decisions such as mandates and the disputes between Sweden and Finland, Poland and Lithuania, and Albania and Greece and Yugo-Slavia. In addition, a detailed account was issued immediately following each private session.

The Council made a definite pronouncement on the solution of the Aaland Islands dispute. After having taken note of the geographical, racial, political, economic and military considerations set forth in the report of the Committee of Enquiry, it decided that the sovereignty over the Islands should be Finnish, but that in the interests of peace, and to ensure cordial relations between Sweden and Finland in the future, new guarantees should be given to the population of the Islands for the preservation of their language and of the Swedish cultural traditions of the locality. These guarantees, the text of which was decided by the Council, are to be inserted in the autonomy law already passed for the benefit of the Islands by Finland. The Council will supervise their execution. Finally, an international agreement is to be drawn up to be signed by all the interested Powers, including Sweden, which will ensure the demilitarisation of the Islands.

The Polish-Lithuanian dispute was raised before the Council in the presence of the representatives of the two parties. The Council approved the preliminary basis for discussion prepared by M. Hymans during the previous negotiations at Brussels, and also adopted a resolution by which direct negotiations would go on at Brussels under the same conditions as from July 15th next. A series of provisions to ensure withdrawal from Vilna of General Zeligowski's troops and the organisation of the Vilna territory was also adopted. The Polish Delegate expressed the hope that he could shortly notify his Government's acceptance and the Lithuanian Delegate said he would have to refer the matter to his home authorities.

In the case of Albania, the Council was informed that the Conference of Ambassadors was taking up the question of frontiers between Albania on the one side and Greece and the Yugo-Slav State on the other. The Council therefore did not discuss the question, but recommended to the three parties careful abstention from any action which would interfere with negotiations, declaring in addition that the question would remain one to which vigilant attention would be given, and that every care would be taken to defend the interests of the Albanian population. Albania, disputing the competence of the Council of Ambassadors, reserved the right to raise the question before the Assembly.

Similar recommendations were addressed to Austria and the Yugo-Slav State on the subject of the dispute regarding the liquidation of certain properties of Austrian nationals in Yugo-Slavia.

The Council also received a report on the specially interesting subject of the financial relief of Austria, and approved the measures already taken by the Financial Committee of the League.

Numerous problems relating to the territories administered by the League were settled by the Council. A series of detailed provisions were adopted regarding the defence of Danzig, and the necessity for Poland to have free access to the sea through the port was unanimously recognised. The most complete agreement was reached under the Council's auspices between the representatives of Danzig and Poland respectively in regard to the disembarcation of war material in the Danzig neighbourhood and for its temporary storage and transmission to Poland. The representatives of the two parties also agreed to fix July 31st, as the limit for negotiations for bringing into force the Agreement of November 9th, 1920, regulating relations between Danzig and Poland. The manufacture of arms was forbidden in Danzig territory.

The Council also examined the measures taken by the Saar Governing Commission in certain matters on which protests had been received from the German Government. It unanimously adopted the report presented by Mr. Wellington Koo, Chinese representative and noted with pleasure the political experience which the Commission had applied to so delicate a task of the League.

Another important decision as regards Mandates was taken with the approval by the Council of the letter sent by M. Da Cunha, at the moment President of the Council, to the Principal Allied Powers, and also to the United States, stating that in view of the disagreement between the Principal Powers and the United States as shown in the Note from the Secretary of State, the Council felt it best a second time to postpone the final decision on the "A" and "B" mandates in the hope that a complete agreement could be reached between the Principal Allied Powers and the United States before the next Assembly.

The Council also considered a number of questions as regards the organisation of the League. It made certain substitute appointments to the Armaments Commission, which is to meet on July 16th, further defined the status of International Bureaux, approved the Resolutions of the Barcelona Conference, recommended the addition of a Danubian State to the Advisory Transit Committee, selected the twelve members of the Provisional Health Organisation, and approved the budget for 1922 and also the new system of allocation of League expenses. As regards social questions, the Council approved the report of the Opium Commission and recommended for consideration the possibility of extending the campaign against opium to include the limitation of cultivation to opium needed solely for scientific or medicinal purposes. It also decided that the best way to handle the problem of Russian refugees would be to name a High Commissioner and it received Reports from Dr. Nansen on the continuing repatriation of prisoners and from Dr. Norman White on the development of the campaign against typhus.

2. Other Meetings.

Outside the meeting of the Council, the most important gathering in the month was that of the Committee on Amendments, which decided to recommend three amendments to the Covenant and several other important changes in

League organisation. The special Committee on Article 18 for the Registration of Treaties also finished its report to the Assembly during the month, and the Conference on the suppression of the traffic in women and children met on June 30th with 34 States present. Progress on the signature and ratification of the Permanent Court of International Justice continued during the month with five new States signing the protocol, bringing the number of signatures to 40, while at the same time Italy deposited her ratification, the first of the States permanently represented on the Council to do so. In addition, reports made by Members of the Council and information received from other sources indicate that many more ratifications may be expected shortly.

II. Organisation of the League.

1. Amendments to the Covenant.

The Committee on Amendments to the Covenant, which completed its sessions in London on June 7th, has recommended three important amendments to the Covenant itself, and the adoption in other form of several important changes. Its report was made to the June Meeting of the Council, and referred by that body to the next Assembly, with the suggestion that as many as possible of the jurists on the Committee be present at the Assembly. The membership of the Committee as it sat in London was as follows :

MM. Balfour (Chairman), Great Britain.
Bénès (Vice-Chairman), Czecho-Slovakia.
Blanco, Uruguay.
Giannini (representing M. Scialoja), Italy.
Hatoyama, Japan.
Noblemaire, France.
de Palacios, Spain.
Restrepo, Colombia.
de Visscher, Belgium.
Wang-Chung-Hui, China.
Zahle, Denmark.

The Report of the Committee states that :

> "While the fundamental principles of the Covenant have by general consensus of opinion been found both equitable and well founded, several modifications, which are merely an adaptation to meet the circumstances of the day, have been added to the fabric of the League. If the proposals contained in this Report are adopted by the next Assembly, it can with truth be said that the League of Nations is fully conscious of the necessity of avoiding the dangers of rigidity and conservatism and that it has set out on a policy of prudent and gradual evolution."

The most important amendment recommended is a combined Czecho-Slovak-Chinese addition to Article 21, whereby the League would not only approve but also promote agreements tending to assure peace and encourage co-operation. "By thus giving to the League", the Report states, "the task of encouraging and the power of approving agreements of a limited nature and special conferences between groups of interested Members, this amendment may well contribute effectively to the improvement of international relations." This is all the more true because the agreements now being evolved by the League are universal and therefore very general, whereas the most acute international difficulties are usually highly localised.

A second important series of changes following the Scandinavian proposals resolves the difficult question as to the method of selection from amongst 44 States of the four non-permanent Members of the Council. An amendment is suggested whereby these four members may be freely chosen by the Assembly according to rules prescribed and amendable on a two-thirds vote of the Assembly. Thereafter the Committee suggests that the Assembly's rules of procedure provide that these non-permanent Members be chosen by a majority vote of the Assembly; that their term be four years in order to assure the necessary experience; that two be elected every second year in order to assure continuity and that a State be not re-eligible for two consecutive terms in order not to create a prescriptive right to membership It was felt unnecessary to adopt any fixed system of geographical distribution of these seats.

The third amendment follows the Dutch suggestion that the Assembly vote the annual budget and control the accounts. The Committee decided "that the competence of the Assembly in this question is exclusive and should not be shared with any other body." In order, however, to prevent the whole functioning of the League being rendered impossible by a small minority withholding approval of the Budget, it recommended that the Budget be adopted by a three-quarters vote of the Assembly, amongst whom must figure all Members of the Council, on the ground that that body would have to carry out the Budget. It was also suggested that some penalty, such as the payment of interest, be provided against States in arrears, while a provisional amendment as to the allocation of expenses was approved subject to the institution of a new system by the Assembly

As to the Argentine amendment, the Committee expressed the deepest sympathy with the view that "the strength of the League of Nations depends on its including the greatest possible number of States: the fewer the States outside it, the greater will be the number of the Members pledged to carry out its discipline and to perform the duties which it imposes." It felt itself incompetent, however, to pass on the actual text which provides "that all sovereign States recognised by the community of nations be admitted to join the League of Nations in such a manner that if they do not become Members of the League this can only be the result of a voluntary decision on their part." The Committee felt that this proposal was not so much an amendment as a fundamental change in the nature of the League, because, by providing for automatic admission, it modifies the basic principle that Members have the right to vote upon the admission of other States and to evalue the guarantees offered by them. It should belong only to the Assembly, therefore, and not to any commission, to discuss this question.

Canada's proposal for the elimination of Article 10 for the mutual guarantee of political independance and territorial integrity as against external aggression was recognised as of great importance because of the heated discussions which have centred about it. As the Canadian explanation was still en route and as the legal interpretation of the Article is of extreme importance, the special Committee of Jurists on the registration of treaties was requested to prepare an exact interpretation as to just what responsibilities the Article places on League Members. The Amendments Committee will meet just before the Assembly, to make its final decision on the question of striking out or modifying the Article.

The Colombian amendment permitting deviations from the rule that all votes in the Assembly and the Council must be unanimous was felt to have been satisfactorily met by the practice already developed that, while non-binding

recommendations may be adopted without unanimity, any other decisions must be unanimously accepted. The Committee, while recognising the difficulties occasioned by the unanimity rule, felt that this rule was an essential safeguard of national sovereignty.

The Scandinavian proposals for the considerable extension of arbitration and conciliation, while too detailed for insertion in the Covenant, were supported by a recommendation that the Assembly give special endorsement to such measures, while similar proposals to make arbitration compulsory in all cases were felt to restrict unnecessarily the freedom of nations to choose among several different methods of pacific settlement. Regarding the admission of States too small for membership, three alternative courses are suggested to the Assembly, while the proposed Scandinavian amendments for certains relaxations as to the Economic Blockade are postponed until the special committee investigating the Blockade shall have reported.

2. Permanent Court of International Justice.

Nomination of Judges.

On June 2nd a circular letter was sent by the Secretary-General to the members of the different national groups of judges on the Permanent Court of Arbitration at The Hague, and of the special national groups appointed for the purpose, requesting them to get into touch with the other members of their group, in order to select the candidates whom each group felt could best fulfil the duties of judges of the Permanent Court of International Justice. It will be recalled that these judges are to be elected by the Assembly and the Council from a list of candidates compiled from the selections made by the various national groups, and that the nomination of candidates is made conditionally in the anticipation that sufficient ratifications of the Statute will be received, so that the judges may be finally chosen during the course of the Second Assembly in September.

In accordance with the Statute of the Court, the letter to the national groups points out that the candidates should be chosen from amongst persons of high moral character who possess the qualifications required in their respective countries for appointment to the highest judicial offices, or who are jurisconsults of recognised competence in international law, Each national group is recommended to consult its Highest Court of Justice, its Legal Faculties and Schools of Law, and its National Academies and National Sections of International Academies devoted to the study of law. Each group is limited to the presentation of four names of whom only two may be of its own nationality. In view of the urgency of the question, it has been specially requested that the replies be received in Geneva before the 15th August.

Signature and Ratification of the Statute.

Up to the end of June, forty States, including five during the month, had signed the Statute creating the Court, while eight of these States had in addition signed the optional clause for obligatory jurisdiction. Four States: Sweden, Denmark, Switzerland and Italy, had ratified the Statute, while the Venezuelan Congress had finally adopted it.

During the June session of the Council the various Members announced that ratification was well advanced in their countries. In Belgium the Government is about to bring forward a bill to this end. In France ratification has been approved by the Senate. The British Government has decided to ratify the Statute, but is waiting the decisions of the Dominions in order that it

may send in a joint ratification for the Empire. The Representative of Spain stated that he hoped to be able to announce shortly the ratification by his Government. In Japan the Statute has been put before the Privy Council, and in Brazil the matter is before Parliament, with every reason to expect that ratification will be announced before the Assembly. China is ready to ratify, but, because of the loss of the official text *en route*, has not yet been able to do so. The Italian delegate was able to place before the Council the ratification of Italy bearing the signature of the King, Italy thus being the first of the four Powers permanently represented on the Council to take final action on the Court project.

In addition, the Secretariat has received communications indicating that in several other countries ratification may be expected shortly.

In a report to the Council, the Secretary-General has expressed the opinion that even if a majority of the Members of the League have not ratified the Statute before the forthcoming Assembly Meeting, the election of the members of the Court at this meeting is by no means precluded.

3. Mandates.

The June session of the Council opened with a short public meeting, in which M. Da Cunha, President of the Council since the February session, explained that he had sent a Note to the Principal Allied Powers which he had also communicated to the United States concerning the "A" and "B" Mandates. In this note he stated that the Council considered it:

"essential that the Allied Powers should, before the next Assembly, arrive at a complete agreement with the Government of the United States of America, in order that the Council may, by defining the terms of the Mandates, fulfil one of the chief responsibilities laid upon it by the Covenant."

M. Da Cunha recalled to the Council that during the previous session at Paris consideration of the "A" and "B" Mandates had been postponed upon receipt of a note from the Secretary of State at Washington to the effect that the United States Government held that no allocation of Mandates over territories ceded to the Principal Allied and Associated Powers could be valid without the formal approval of the United States. The Council in reply had invited the United States to send a representative to its next meeting, but, M. Da Cunha said :

"To our deep regret we have received no answer to this invitation, nor any information which might allow us to ascertain the exact views of the United States Government. There results a situation most unfavourable to the immediate solution of a problem of the highest importance for the welfare and prosperity of the peoples of the territories to be administered under the mandatory system."

M. Da Cunha then pointed out that in sending a new Note under date of June 15th to the Principal Allied Powers, together with a copy to the United States, the Council might hope that the "inconveniences of a second postponement would be compensated by the advantages of a final solution in the near future, which would be acceptable to all, and that the final decision which we desire to take before the coming meeting of the Assembly may be based on a complete and cordial understanding between the Principal Allied and Associated Powers."

Mr. Fisher, representative of the British Empire, thereupon expressed his approval of the decision to postpone the final decision on Mandates in order to allow further negotiations with the United States. He shared M. Da Cunha's opinion as to the inconveniences of this adjournment for the Mandatory Powers, of which Great Britain is one, and expressed the desire

that the Council complete its study and take a decision before the next Assembly. Indeed, it was certain, he said, that if the Assembly meet without any decision having been taken, it would be most unfavourably impressed by the situation.

Later on, during the course of the session, consideration was given to the recommendation of the Assembly that the Mandatory Powers be asked to present a report on the recent administration of the territories now confided to their care. The Council decided to invite both those Powers whose Mandates have already been defined and those administering territories which are to be placed under the mandatory system, to furnish such reports for submission to the Permanent Mandates Commission, if possible before the meeting of the next Assembly.

During the month, also, certain important information was received as to the execution of the Mandates already approved. On June 4th a telegram came from the Acting Prime Minister of Australia to the effect that civil administration under the authority of the Mandate issued by the League had been established in the territory of New Guinea, formerly called German New Guinea, as from 9th May, 1921. Also mandatory laws passed by the respective Parliaments were received as regards Western Samoa, which is under the control of New Zealand; New Guinea, which is under the control of Australia; South-West Africa, which is under the control of the Union of South Africa; and Nauru, which is under the control of the British Empire.

4. Hungary's Request for Admission.

Hungary has formally applied for admission to the League in a letter from the Hungarian Minister for Foreign Affairs, dated Budapest, May 23rd, and circulated to all Members of the League.

The letter makes a strong plea that Hungary's claim "be judged dispassionately and in that spirit of justice and conciliation which inspires the League of Nations." It states that Hungary has satisfied all conditions for membership, in that she is a recognised independent State, administered by a stable Government, possessing clearly-defined frontiers, a constitution based on principles of liberty, justice and right, and a national Assembly elected by universal suffrage. The Government is stated to intend fully and sincerely to fulfil its international obligations and to be demobilising its army. While certain obligations of the Treaty of Trianon have not yet been fulfilled, this is because the Treaty has not yet become effective through the ratification of three Great Powers. Her request for admission to the League is urged as a fresh guarantee of the sincerity of her peaceful intentions, and the announcement is made that if this request is favourably looked upon, Count Apponyi, President of the Hungarian Delegation of the Peace Conference, will be appointed as Hungarian Representative to the League.

5. Registration of Treaties.

The Commission appointed to determine the legal scope of Articles 18 and 10 of the Covenant met at Geneva on June 24th, with the following membership :

M. Scialoja :	Italy (*President*).
M. Bourquin :	Belgium.
M. Fernandes :	Brazil.
M. Fromageot :	France.
Sir Cecil Hurst :	Great Britain.
M. Struycken :	Holland.

This Committee was originally authorised by the First Assembly following the discussion by M. van Karnebeek, Foreign Minister of the Netherlands, as to the exact extent and scope of Article 18, calling for the registration and publication of all Treaties contracted by Members of the League. Its Members were appointed by the Council and it will report through the Council to the Assembly next September, when a final decision will be taken. The question is of considerable importance as abolishing secret Treaties between nations and as affecting one of the most important activities of the League, for, up to date, nearly 150 Treaties have been received and registered, and 7 volumes of the Treaty Series published.

In addition to Article 18, the Committee also had before it the question of the exact legal scope of Article 10, which guarantees against external aggression the political independence and territorial integrity of Members of the League. The Amendments Committee, as stated elsewhere in this issue decided, when considering the Canadian proposal for the suppression of this Article, to hear the opinion of a Committee of Jurists on the exact obligations contained in the Article before making a definite recommendation to the next Assembly.

6. Armaments.

The question of the reduction of armaments was approached from two different angles during the month.

First the Temporary Mixed Commission for the Reduction of Armaments authorised by the Assembly was convoked by M. Viviani, the President, for July 16th at Paris. This Commission is to be composed of six civilians known for their competence in political, social and economic affairs, six members of the Permanent Military, Naval and Air Commission of the League, four members of the Economic and Financial Commission, and six members chosen by the employers and employees represented in the International Labour Office

All these nominations have been made, with the exception of those of the three employers, the employers' group on the Governing Body of the International Labour Office having decided in its session of April 12th not to take part in this nomination. In conformity with the instructions of the President of the Council, the Secretary-General invited three other employers to join the Commission, and the Council in its meeting of June 27th approved these members as follows :

M. Hodacz :	Czecho-Slovakia.
Langkjaer :	Denmark.
Thomas Findley :	Canada.

On June 21st the Permanent Military, Naval and Air Commission came together for its Fifth Session under the presidency of Colonel Andrade Neves, of Brazil. It examined the replies made by many different Governments to the recommendation of the Assembly for the limitation of military budgets, and to the request for ratification of the Treaty of St-Germain on the traffic in arms and munitions. At the same time it gave further consideration to the sending out of the questionnaire relative to armaments and to the right of investigation accorded to the League by the four Treaties of Peace with the purpose of assuring the reductions in armaments proposed by those Treaties. It also gave the Council technical information on several military questions concerning Danzig and on the military aspects of Hungary's application for admission to the League.

7. International Bureaux.

The Council considered a detailed report on Article 24 of the Covenant, which stipulates that all International Bureaux which have been or shall be subsequently constituted by general treaties shall be placed under the direction of the League, subject, however, to the consent of the parties in the case of Bureaux created before the coming into force of the Covenant. The broad policy upon which this problem should be approached was decided and three specific cases taken up.

The first classification of International Bureaux are some thirty Bodies of a public type, such as the International Institute of Agriculture at Rome. the Bureau for the Protection of Literary and Industrial Rights, the Universal Telegraphic Union and the Universal Wireless Union. The Council concluded that the Covenant leaves no doubt that Bureaux already established can be placed under the direction of the League only by the consent of all Signatories to the General Convention creating them. In such cases, as the degree of authority to be exercised by the League is not defined, it was decided that it should be confined to giving the Bureaux the moral support attaching to official affiliation with the League except in cases where abuses are revealed, such as encroachment upon the sphere of action of some other organisation, or an unjustifiable refusal of co-operation, or in the event of an insufficient degree of authority. This would not imply the right to interfere in the internal organisation of the Bureaux nor to insist upon amendments to the established organisations, though the League might at any time suggest improvements in the interests of all concerned, and would also have the right to expect all possible assistance and information from the Bureaux.

The second classification of International Bureaux are those not established by general agreements which, therefore, may be called Private International Bureaux. Considering the great variety of private Bureaux already in existence, the Council decided it was impossible to lay down definite rules, but that no affiliation could be made except upon formal request, and after a detailed enquiry as to the Bureau. It was felt that the degree of authority over such Bureaux might be greater than over those of the official type, but that affiliation should not, in itself, involve any obligation to supply financial aid.

The International Hydrographic Bureau recently created by international conferences in which twenty-one States took part, and since approved by nineteen States, was recognised as indisputably in the category of public Bureaux created by international agreement. The Council decided to postpone placing the Bureau under the direction of the League, however, until it receives precise information that it has been fully constituted, but, meanwhile, it authorised the Secretary-General to enter into relations with the Governing Body of the Bureau in order to afford it all necessary assistance.

The International Relief Bureau which, though not created by international agreement, has, nevertheless, received considerable official recognition, was reported upon in detail by the Secretary-General. As this Bureau has done valuable work in carrying on propaganda in favour of international treaties of reciprocity and charitable work to indigent foreigners and co-operated with Governments to ensure the execution of these treaties, the Council decided that it should be placed under the direction of the League.

The International Institute of Commerce, founded in 1919 by the Inter-Parliamentary International Commercial Conference and now under the

august patronage of the King of the Belgians, was also discussed, and though not established by international agreement between the participating Governments, the Bureau was recognised as undoubtedly a quasi-public international organisation. As its object is to centralise, co-ordinate and publish information regarding commercial statistics and legislation, and to publish the commercial treaties of all nations, the Council decided to refer the question of placing it under the League to the Economic and Financial Committee for consideration and report.

8. The Barcelona Conference.

A detailed report on the International Conference on Freedom of Communications and Transit held at Barcelona in March and April was submitted to the Council by M. Quinones de León, representative of Spain, together with an analysis by M. G. Hanotaux, representative of France on the Council and President of the Conference. The Council decided that the Conventions drawn up at Barcelona were in conformity with the Covenant and that there was no objection to their being transmitted immediately to the Governments for signature and ratification.

The composition of the Advisory Committee on Communications and Transit, which was created at Barcelona to settle disputes which may arise between States as regards these Conventions and to assist the Council upon all questions of transit and communications, was also discussed. In addition to the four permanent Members of the Council, the following States were chosen at Barcelona for membership on this Commission: Denmark, Poland, Esthonia, Chile, Spain, Brazil, Uruguay, Belgium, Holland, China, Switzerland and Cuba.

The Council decided, further, in accordance with the recommendation of M. Quiñones de León, to invite the Advisory Commission to consider as an urgent matter at its first meeting the opportunity and the means of associating as completely as possible with its labours one or several of the Riparian States of the Danube, on the ground that those States were the most keenly interested in questions of this sort.

9. Provisional Health Organisation.

In accordance with a Resolution of the Assembly, the Council decided to bring the Provisional Health Organisation into being at once. It had been originally planned that the "Office International d'Hygiène publique" should nominate five members for this Committee in order to give it a constitution similar to that suggested for the permanent body, but as the Office International had not made its nominations and as the League of Nations has already had brought before it important questions of health, it was decided to create at once a purely technical and temporary organisation. Consequently, the Council made its nominations, which, with the nominations made by the International Labour Office and the League of Red Cross Societies, will form the following temporary Committee:

Dr. Buchanan, Senior Medical Officer, Ministry of Health, Great Britain.
Dr. Léon Bernard, Professor of Hygiene, Faculty of Medicine, Paris.
Dr. Lutrario, Director-General of Public Health, Italy.
M. Morikuni Saito, Chief Inspector, Ministry of the Interior, Japan.
M. Velghe, Director General of the Public Health Service of Belgium.
Dr. Th. Madsen, Director of the State Institute of Serotherapy, Copenhagen.
Sir Havelock Charles, President of the Medical Board for India.

Dr. Chodzko, Under-Secretary of State for Public Health, Poland.
Dr. Nimbela, Professor in the Faculty of Medicine, University of Lima, Peru.
Professor Calmette, of the Pasteur Institute, Paris.
Dr. Pulido, President of the Public Health Council of Spain.
Dr. Carrière, Director of the Public Health Service of Switzerland.
Professor Winslow, League of Red Cross Societies.
Dr. Carozzi, International Labour Office.

10. Budget of the League.

The Council approved the budget for 1922 as presented by M. V. K. Wellington Koo, Chinese delegate. This budget presents only a very slight increase over that of 1921, being in fact 23,768,846 gold francs, as against 21,250.000 gold francs, an increase of about 11 ½%, which, however, is more apparent than real, since it is due in a large measure to the progressive increase in the value of national currencies. It has been necessary to estimate that in 1922 a greater number of gold francs will be required to purchase the same quantity of Swiss francs, French francs or British sterling as in 1921. Provision has also to be made for the recent development of certain activities of the League, such as the Economic and Financial Organisation, and for the fact that in 1922 the International Court of Justice will probably be in session. Finally, in view of the numerous meetings of Commissions and Conferences, it will be necessary to increase the administrative staff of the Secretariat.

11. Allocation of Expenses.

The Commission provided for by the First Assembly to suggest a solution for the very complicated question of the equitable allocation of the expenses of the League amongst the various States Members, finally, after long negotiations, came to a unanimous decision embodied in a report submitted to the Council and sent forward by that body to the next Assembly. The Commission consisted of the following five Members :

M. Reveillaud, President (France),
M. Barboza Carneiro (Brazil),
M. Georg (Switzerland),
M. de Kauffmann (Denmark),
Sir Henry Strakosch (South Africa).

M. Decoppet, Director of the Universal Postal Union, was good enough to attend in Paris at the request of the Commission.

In order to assure the equitable allocation demanded by the Assembly, the Commission followed the system suggested at Brussels, which adopts as a guiding principle " the capacity of payment " of the different Members, and as a measure of this capacity an index figure resulting from the combination of the population on 31st December, 1919, with the revenue for the year 1913.

The Committee established a provisional classification of all the Members of the League based on these indices. It then corrected this classification in the light of information furnished by various other indices supplied to it, and finally grouped the States in categories in a manner similar to that adopted by the Universal Postal Union. The Commission arrived at the conclusion that their proposals could only be put into operation after an amendment of the Covenant. They suggested, therefore, that the Universal Postal Union system of units should be provisionally maintained, but that

the Commission's classification could be immediately put into force, if all the Members of the League would unanimously assent thereto.

The Commission felt that the method of allocation proposed could be applied to the end of the fiscal year 1924, and that the Council might wisely decide, as soon as the world economic situation clarifies, to bring together all the elements for a new study, in order to secure a result still more in accord with the actual economic situation.

12. The Committee of Enquiry.

The Report of the Committee of Enquiry authorised by the Assembly to examine into the organisation and efficiency of the Secretariat and of the International Labour Office was submitted to the Council and forwarded by it to the Assembly. The Secretary-General was requested to convey the gratitude of the Council to the members of the Committee and to invite them, especially the President and the Rapporteur, M. Noblemaire, of France, and Mr. Johnston, of Great Britain, to be present at the Assembly when the report of the Committee is under discussion.

III. Economic and Financial Questions.

The Economic and Financial Committee.

A detailed report was submitted to the Council on the work of the Economic and Financial Committee, which, in order to render its task more simple, had divided into two Committees, one Economic and the other Financial.

The Economic Committee recognised at its first Session that in order to carry out the consultative mission with which it had been entrusted, it was necessary first of all to make a general analysis of present economic conditions. For this purpose, it drew up two questionnaires which have been sent to different Governments, several of whom have already replied. It has also undertaken, in agreement with the Financial Committee, a series of studies relative especially to Finishing Credits, and has sent to the various Governments a Questionnaire relative to legislation on letters of exchange.

The Financial Committee has also carried out important studies. It has concerned itself notably with the reciprocity treatment to be accorded to the branches of foreign banks in different countries. One of its Members, Mr. Wallenberg, has made an important report on this subject, which has just been published, and which has already led to important discussions in financial circles.

Two meetings of the Committee have been devoted to the question of the financial rehabilitation of Austria. Here, indeed, may be found the first practical application of the project of International Credits worked out by the League of Nations with a purpose of remedying the financial difficulties which weigh upon the world, particularly upon Europe.

The Council approved the measures taken by the Financial Committee in this connection, and the means by which it has worked. It learned with satisfaction that, according to recent news, the negotiations between the interested Governments, as regards the suspension of claims upon Austria, are progressing favourably. This is, of course, the preliminary condition to the launching of the plan of the Financial Committee, which can begin only when the Governments shall have made known their decision.

IV. Political Questions.

1. The Question of the Aaland Islands.

The Council took a definitive decision during its June session in the dispute between Finland and Sweden as to the Aaland Islands. During the discussions which preceded the agreement the representatives of Sweden and Finland, Mr. Branting and Mr. Enckell, expressed their respective points of view and representatives of the Islanders, Messrs Erikssen and Carlsson answered questions.

Mr. Branting declared that the question was not yet ripe for a final decision, the rapporteurs having failed to concentrate their attention, as had already been brought out in a memorandum presented to the Council by the Swedish Government, on the question of the neutralisation of the Islands at the same time as dealing with the attribution of the sovereignty over them. In view of the proximity of the Islands to the Swedish coast and particularly to the capital of Sweden, their neutralisation constitutes for her a vital question of security. M. Branting also drew attention to the fact that there had been a divergence as to the present sovereignty over the Islands between the view-point of the Rapporteurs and that of the jurists whom the Council had consulted before declaring itself competent to deal with the question. He expressed the opinion that the only way to arrive at a satisfactory conclusion was to conform to the desires of the Aaland population.

M. Enckell, Finnish delegate, rendered homage to the spirit of justice of the rapporteurs. In his judgment they had proved beyond dispute that Finland possessed the sovereignty over the Islands and that they are in fact an integral part of her territory. Moreover, their strategic importance is such that it is of vital interest to the defence of Finland that an aggressive enemy be not able to conquer the Archipelago by violating the neutrality of the Aalands. As to the supplementary guarantees which the Rapporteurs proposed to accord to the Aaland population, the Finnish representative declared himself ready to accept them except as concerned certain points. He concluded by stating that there was consequently no reason for attaching the Islands to Sweden.

In the second meeting held on June 23rd, the Council heard two inhabitants of the Islands, who replied to the questions which several Members of the Council addressed to them. According to their statements, only about three per cent. of the inhabitants of the Islands spoke Finnish. The population enjoys full liberty to use Swedish, which alone is taught in the schools. No difficulty exists as regards religion nor the equality of political rights. Nevertheless, the Aalanders wish, for reasons of sentiment and tradition, to be reunited to Sweden, despite all supplementary guarantees which might be accorded them.

After having thus heard all the interested parties and after Sweden and Finland had declared themselves ready to accept its decision, the Council requested Mr. Fisher, the delegate of Great Britain, to prepare a draft resolution. Its principal points are as follows :

> It declares that the sovereignty of the Aaland Islands shall belong to Finland. At the same time in the interest of general peace, and in order to assure cordial relations between Finland and Sweden, as well as the prosperity and happiness of the Islands themselves, the Council felt that

there was reason to give new guarantees to the population of the Islands and to settle the question of the neutralisation and the non-fortification of the Archipelago.

On this last point the Council decided that an International Agreement should be concluded to replace the Convention of 1856. This accord is to be broader than the Convention and will be signed by all the interested Powers, including Sweden and is to conform in its main lines to the Swedish project for the neutralisation of the Islands. This Resolution was unanimously adopted by the Council.

Mr. Branting, however, expressed the deception which the Swedish nation would experience when it learned the decision of the Council, which, in the opinion of the Swedish Government, disregarded the principle of self-determination, but he added that Sweden was nevertheless ready to accord loyally to this decision the value given it in the Covenant.

As regards the guarantees to be given to the population of the Islands, it was decided that the representatives of Finland and of Sweden should meet in conference under the presidency of M. Hymans, in order to bring about a detailed accord. These negotiations quickly resulted in a complete agreement and in the Session of June 27th M. Hymans was able to read a resolution which was adopted unanimously. Its principal clauses are as follows:

1. Finland, being resolved to ensure and to guarantee to the population of the Aaland Islands the preservation of their language, culture, and local Swedish traditions:

Undertakes to insert in the near future the following guarantees in the Law for the Autonomy of the Aaland Islands of May 7th, 1920.

2. The Landsting and the Communes of the Aaland Islands shall in no circumstances be obliged to maintain or to subsidise any schools other than those in which Swedish is the language of education. In the State educational establishments, instruction will also be given in the Swedish tongue. The Finnish language shall not be taught in the primary schools which are maintained or subsidised by the State or by the Communes, without the consent of the Commune concerned.

3. Whenever real estate situated in the Aaland Islands is sold to a person who is not legally domiciled in the province, any person who is legally domiciled there, or the Provincial Council or the Commune in which the real estate is situated, shall be entitled to re-purchase the said real estate at a price which shall be fixed, if an agreement cannot be reached, by the Court of First Instance, having due regard to the current price.

4. Persons immigrating into the Aaland Archipelago who possess the rights of citizenship in Finland, shall not acquire the right to Communal and Provincial suffrage in the Islands till they have been legally domiciled there for five years.

5. The Governor of the Aaland Islands shall be appointed by the President of the Finnish Republic in agreement, with the President of the Landsting of the Aaland Islands. If it is not possible to reach an agreement, the President of the Republic shall select the Governor from a list of five candidates, nominated by the Landsting, and possessing the qualities necessary to ensure the good administration of the Islands and the security of the State.

6. The Council of the League of Nations will see that the guarantees provided above are duly observed. Finland shall transmit to the Council of the League of Nations, together with its own observations, any complaints or claims by the Aaland Landsting in regard to the application of these guarantees, and the Council may, in case the question shall be of a legal nature, consult the International Court of Justice.

2. The Polish-Lithuanian Dispute.

The conflict between Poland and Lithuania, which had been under negotiation at Brussels from April 20th to June 3rd, with the object of securing a general agreement between the two parties, was discussed at length by the Council and as a result of several meetings, of which two were held in public, considerable progress was made towards bringing the parties nearer a solution.

M. Hymans opened this discussion by reading to the Council a long and detailed report, which he had prepared on his negotiations with the two parties. He laid stress on the advance project which he presented on 20th May to the two Delegations as a basis of discussion. Its essential points are as follows: —

The two States should recognise mutually their independence and sovereignty. Similarly, they should recognise that they have common interests making necessary the establishment between them of a system of co-operation based upon special conventions and the creation of permanent liaison organs.

The Lithuanian Government should agree to organise Lithuania into a Federal State by constitutional law. This State would be composed of the two autonomous Cantons of Kovno and Vilna, organised on a basis similar to that of the Swiss Cantons, and with the Federal Capital set up at Vilna A series of detailed provisions would fix the frontier and the guarantees accorded to ethnical minorities as regards instruction, religion, language and the right of association.

After the establishment of this agreement between the two parties, the troops of General Zeligowski, as well as all officials not natives of the country, would evacuate the Vilna territory. Lithuanian troops would enter the Canton only after its organisation and after municipal, cantonal and legislative elections.

Moreover, co-operation between the Polish and Lithuanian States would be assured in the following way:

As regards foreign policy, the two States would have a joint advisory Council for Foreign Affairs composed of six members, including three from each party. Acts of foreign policy of common interest would receive the approval of the two Polish and Lithuanian Delegations designated by the Diets of the two countries and sitting in common. The text approved by them would then be presented for ratification by the two Diets.

From the military point of view, a defensive Convention would be signed between the two countries which would also accept the principle of reciprocal free entry of their projects. They would likewise have a joint Council for the study of economic questions and Lithuania would assure Poland free access to the sea and freedom of commercial transit. An accord would be concluded upon the administration of the port of Memel which, while giving sovereignty to Lithuania, would reserve to Poland the right of using the port as well as the Niemen under all circumstances.

In case of disagreement as to the interpretation of the advance project, the two countries would agree to accept the decision of the arbitrator appointed with their agreement by the League of Nations.

After the discussion which followed the presentation of M. HYMANS' report, the two parties stated their respective points of view as regards this advance project, which both declared they would accept as a basis of discussion. The Council then entrusted M. HYMANS with preparing a draft resolution, which he read on 20th June in public session. The text is as follows :—

After having heard the two Delegations, who declared their readiness to accept M. Hymans' draft as a basis of discussion, the Council formulates the following recommendations :—

1. The direct negotiations opened at Brussels shall be continued there on July 15th under the Presidency of M. Hymans, upon the basis of M. Hymans' draft scheme.

With a view to affording a guarantee to the various ethnical groups of the populations concerned that their feelings and claims will not be ignored, one or two representatives of each group may, with the approval of M. Hymans and at the suggestion of either party, be heard in the course of the negotiations for the purpose of giving information to the Conference.

The agreement signed by the Governments shall be submitted to the Diets of the two countries and, subsequently to that of Vilna, the establishment of a Diet for the latter being provided for in the draft scheme.

2. Before September 1st next, the date of the next meeting of the Council,

(*a*) all the men of General Zeligowski's troops who are not natives of the disputed territory within the limits fixed by M. Hymans' draft must gradually leave the territory, from July 15th onwards, the date on which negotiations will be re-opened.

(*b*) A local police force not exceeding 5,000 men, of which 600 shall be mounted, shall be organised by the Military Commission of Control in order to assure temporarily the maintenance of order. All war material, arms and munitions not required for the organisation of the local police force shall be evacuated within the period laid down in paragaph (a). The Military Commission shall have the power to modify these provisions in agreement with the two parties in the sense indicated in Article 9 of the Draft Scheme.

(*c*) Officials of all kinds who are not natives of the country must also be gradually withdrawn from July 15th onwards.

3. Before September 1st next, the Lithuanians troops shall re-occupy their normal peace stations, details of which shall be submitted to the Council before August 1st at the same time as the measures taken for the reduction of the forces now mobilised.

4. The Council urgently requests the two countries immediately to re-establish Consular relations and to study at once measures for the re-establishment of free communication between the district of Vilna and the neighbouring districts.

5. The two Governments shall afford the Military Commission every facility for controlling the dispositions laid down in this resolution, in particular those relating to the organisation of the local police force, not only in the territory in dispute but also in the neighbouring districts.

The Military Commission in particular shall fix, before September 1st, the date on which the Vilna-Grodno railway shall once more be open to traffic.

The Council unanimously adopted this resolution. Its members, notably Messrs. FISHER and HANOTAUX, Marquis IMPERIALI and Viscount ISHII insisted on the necessity of a good understanding between the two parties and on the withdrawal of the troops of General Zeligowski from the Vilna district.

M. ASKENAZY, in the name of Poland, declared that he hoped to see his Government adhere shortly to this resolution.

M. GALVANAUSKAS, in the name of Lithuania, made reserves upon several points and notably on the clause stipulating that the accord between the two Governments should be submitted to the Vilna Diet He added that he would transmit the resolution to his Government with whom it would rest to take a decision.

The resumption of direct negotiations at Brussels on July 15th is then for the moment in suspense awaiting acceptance by the Polish and Lithuanian Governments of the procedure unanimously adopted by the Council of the League.

3. The Appeal of Albania.

On the 25th of June, the Council examined in public session the appeal which had been addressed to it by the Albanian Government.

The Albanian Government, acting under Article 11 of the Covenant, called the attention of the Council to the situation which existed between Albania on the one hand and Greece and the Serb-Croat-Slovene State on the other. The Albanian Government mantained that this situation constituted a serious menace to peace between the three countries.

The questions at issue are as follows :

In 1913, a Conference of the six Great European Powers decided that the independence of Albania should be recognised and a Commission was sent to settle her frontiers. This frontier was delimitated in general, but certain details were left unsettled at the time the great war broke out. Within the frontier accorded to Albania lay the two towns of Koritza and Argyrocastro, forming a Province commonly known either as Southern Albania or as Northern Epirus. Greece has in the past and still does lay claim to this Province and to-day bases her claim on certain promises which she states were made to her at the Peace Conference. Actually, Albania is in possession of practically the whole of this Province and the Greek Government states that the population of Orthodox faith is being persecuted by Mohammedans, to which faith the greater portion of the Albanian people belong. The Albanian Government denies this and states that such friction as there is, is an international matter within the Orthodox Church between the parties that wish to remain under the patriarchate of Constantinople and those that wish to create an auto-cephalous church conducting its services in the Albanian tongue.

In the North, the Jugo-Slav Government is in occupation of certain strategic points stretching as a continuous band of territory from Lake Ochrida to Lake Scutari. The population of this territory numbers some 150,000 people. The Serb-Croat-Slovene State holds this territory on the ground that it has to protect its population from the incursions of Albanian bands. The Albanians, on their side, maintain that the Jugo-Slav forces have ravaged the villages they occupy and driven out the inhabitants who have taken refuge in the interior of Albania. The number of these refugees has been added to by others driven out from Serbia proper and numbers some 30 to 40,000. The Albanian Government has to look after these large numbers and is constantly being urged by them to active reprisals.

At a public Session, the principal Albanian Delegate presented the case of his Government: He maintained that the frontiers of Albania had been definitely fixed by the Conferences of London and Florence in 1913; that these international agreements had never been abr gated and were therefore still binding. He requested the Council of the League to send a Commission of Enquiry to Albania to investigate the situation.

The Greek and Jugo-Slav Representatives maintained that the decision taken in 1913 as to the frontiers of Albania was no longer binding. They outlined the events concerning Albania both during and since the great war and argued that the Supreme Council alone or its deputy, the Conference of Ambassadors, had the power definitely to fix the frontiers of Albania.

In reply, the Albanian Delegate pointed out that the various proposals made during the Peace Conference and in the secret Treaty of London in

1915 to dismember Albania had never been ratified and were, in any case, agreements made between certain parties without the consent of Albania. He disputed the competence of the Conference of Ambassadors and stated that, as a Member of the League, Albania insisted on her right to lay her complaint before the Council and, if necessary, before the Assembly. At a subsequent Session, the Council unanimously adopted the following resolutions:

> "The Council of the League of Nations is informed that the Conference of Ambassadors has taken up the Albanian question and that it is discussing it at the present moment. In these circumstances the Council of the League of Nations considers it inadvisable to take up the question simultaneously.
>
> "Pending the solution which will be communicated to us, we recommend the three parties, in conformity with the Covenant, strictly to abstain from any act calculated to interfere with the procedure in course. The question will be most carefully watched by the Council of the League of Nations, which will give to the defence of the people and nation of Albania every possible attention.
>
> "The Council recommends that, in the interests of the general pacification and normal development of Albania, the Conference of Ambassadors should take a decision with the least possible delay."

Representatives of Greece and of the Serb-Croat-Slovene State adhered to this resolution. The Representative of Albania, requested that the question of the competence of the Conference of Ambassadors, or alternately of the League, in the settlement of the frontiers should be referred to a Committee of Jurists and reiterated his demand that a Commission of Enquiry should be sent to Albania.

After some discussions, the representative of Albania declared that he bowed before the decision of the Council but that he did not recognize the competence of the Conference of Ambassadors and that his Government reserved the right to bring the matter before the next Assembly of the League.

4. The Appeal of Austria.

Another difficulty between two States was brought before the Council through the Austrian protest to the effect that the Serb-Croat-Slovene State, contrary to the stipulations of Article 267 of the Treaty of St. Germain, was continuing the sequestration and threatening the liquidation of the rights, property and interests of Austrian subjects in parts of Yugo-Slav territory which formerly belonged to the Austro-Hungarian Monarchy, if the payment of the debts of certain Austrian subject, was not effected in Yugo-Slav money. As is the custom, the two States interested were made members of the Council for this dispute, Austria being represented by M. Pflügl and the Serb-Croat-Slovene State by M. Jovanovitch.

After a statement by M. Pflügl on the points at issue and especially of Austria's desire that no further immediate action be taken to jeopardise the interests of her nationals, M. Jovanovitch asked the Council to adjourn its discussion on the ground that his Government proposed to settle the question by direct diplomatic relations with Austria. M. Hanotaux agreed that such a course was by far the wisest, but that pending a solution it should be agreed that no further liquidation take place. Mr. Fisher supported this view point, and M. Pflügl stated that his Government was ready to begin

negotiations at the earliest possible moment. The Council therefore agreed without dissent that the matter should be settled by direct negotiations between the two parties and that in the meantime the special interests concerned should be safeguarded.

5 Insurance Funds in Alsace-Lorraine.

Article 77 of the Treaty of Versailles makes provision for the transfer to the French Government of the reserve funds provided to assure the execution of social and state insurance in Alsace-Lorraine.

The Committee of five members named, one by the French Government, one by the German Government and three by the International Labour Bureau, amongst subjects of other States, has worked out a project of transfer, which the Council adopted at its June Session.

V. Administrative Questions.

1. The Saar.

The Council examined several questions relative to the administration of the Saar Valley which had been raised by protests from the German Government. M. Rault, Chairman of the Saar Basin Governing Commission, was present during the debates.

1. ***Presence of French Troops and Jurisdiction of French Courts-Martial in the Saar Valley.***

As the Treaty of Versailles entrusted to the Governing Commission the duty of maintaining order in the Saar Territory, the Council felt that the Commission had the right of using in case of necessity all forces placed at its disposal. It belongs to the Commission to judge of the degree of necessity, but it is naturally responsible before the League of Nations for the use which it makes of this right.

The Council on February 13th, 1920, however, declared that it did not regard the maintenance of a foreign garrison as a permanent part of the administration of the Saar, and that it would be well to dispense with it as soon as the development of the local gendarmerie permitted the Governing Commission to decide that this aid was no longer indispensable. At the same time, however, it decided that the Commission should have the right to request the maintenance or the return of all or part of the troops entrusted with preserving order if the need should make itself felt before the constitution of this gendarmerie. The Council, during its present session, invited the Governing Commission to insert in its periodical reports detailed information on the development of this local gendarmerie and the prospects of the reduction of the French troops.

As regards the jurisdiction of the French military courts, M. Rault brought out that these courts exercise no authority at the present moment over Saar inhabitants. In fact, the inhabitants of the Saar may be tried only by their own tribunals. The extension during the state of siege last August of the competence of the military tribunals, whose authority is exercised in the name of the Commission and not of the Government of the country to which the officers constituting it belong, was an extraordinary measure instituted by exceptional circumstances. A High Court of Justice has been created at Saarlouis in conformity with the provisions of the Treaty of Versailles to handle cases which do not come within the competence of the ordinary tribunals. The Council decided to send to the German Government a copy of the report adopted.

2. *Expulsion of Inhabitants from the Territory of the Saar.* — M. Rault explained to the Council that the measures in question had been taken by the general in command of the French troops against certain persons as a result of the strike of officials which had broken out last August and which had obliged the Governing Commission to proclaim a state of siege. The Commission succeeded in stopping the strike in eight days and in preventing it from spreading to the miners. A little more than half of the decrees of expulsion were immediately withdrawn. At the same time the Governing Commission had set itself to defining the status of "inhabitant of the Saar," a title which the Treaty of Peace employs without such definition.

It should be noted that the inhabitants of the Saar cannot henceforth be the object of measures of expulsion from the Territory.

The Council recommended to the Governing Commission to initiate a new inquiry into cases where the decree of expulsion still remains operative against certain persons in order to reduce to the lowest number compatible with the maintenance of order in the Saar Basin the number of persons expelled. The result of each enquiry should be sent for information to the Council of the League as soon as possible.

The members of the Council unanimously associated themselves with the felicitations addressed to M. Rault by Viscount Ishii, Mr. Fisher and Marquis Imperiali for the spirit of wisdom, good-will and liberality of which the Governing Commission had given proof on this occasion. A copy of the report adopted has been sent to the German Government for information.

3. *Use of French Money in the Public Services of the Saar.* — As regards the introduction of French money in the administration of the railroads, posts and telegraphs of the Saar Valley, the Council, after a careful study, declared that this decision did not give rise to any observation on its part. It authorised the Secretary-General to make this decision known to the German Government.

2. The Free City of Danzig.

Several sessions of the Council were devoted to the examination of questions raised by the administration of the Free City of Danzig and decisions reached on all outstanding points.

The representatives of the parties concerned took part in the discussions, Professor Askenazy for Poland, and Dr. Sahm, President of the Senate, for the Free City. General Haking, High Commissioner of the League of Nations at Danzig, also took part and Professor Noe, Director of the Arms Factory at Danzig, testified.

(a) *The Defence of the Free City.*

The Council unanimously adopted a resolution presented by Viscount Ishii, the principal passage of which is the following :

> 1. The Polish Government is particularly fitted to ensure, if circumstances require it, and in the following conditions, the defence of Danzig, by land, as well as the maintenance of order on the territory of the Free City in the event of the local police forces proving insufficient.
>
> With this object in view the High Commissioner will, if occasion arises, request instructions from the Council of the League of Nations and will, if he thinks fit, submit proposals.

The High Commissioner can invite the Polish Government to assure the defence of Danzig or the maintenance of order in certain prescribed cases. When the object sought shall have been attained to the satisfaction of the High Commissioner, the Polish troops shall be withdrawn. In all these cases the Council may provide for the collaboration with Poland of one or more Members of the League. Moreover, he shall present a general report on the measures for which it may be necessary to provide in the above cases. He was also charged with studying the means of creating in the port of Danzig, without establishing a naval base, a "port d'attache" for Polish war-vessels, although the Council has not yet reached a decision on the maritime defence of the Free City.

(b) *Relations between Poland and Danzig.*

As regards the Treaty concluded on November 9th, 1920, between Poland and Danzig, to regulate the relations between the two parties and which contains several articles necessitating a later agreement between them, the High Commissioner insisted upon the necessity of establishing such agreement with the least possible delay.

The date of July 31st next was then proposed by Professor Askenazy as the limit for negotiations between Poland and the Free City, and was accepted by Dr. Sahm. If the two parties have not reached agreement by that date, they will appeal to the High Commissioner of the League.

(c) *Constitution of the Free City.*

By a resolution dated November 17th, the Council of the League decided to place the constitution of the Free City under the guarantee of the League on condition that certain amendments were made in it. The amendments requested by the Council have been effected with the exception of those relating to the Senate of the Free City. At the present moment, the President of the Senate and seven other Senators are named for twelve years and are not legally obliged to resign in case the Popular Assembly does not approve the policy of the Senate. The members of the Council were unanimously of opinion that it was absolutely necessary to reduce the length of the term of office of the principal Senators.

Consequently, the following clause will be introduced into the Constitution of the Free City :—

> "The President and the seven other Senators on the Main Standing Committee shall be elected by the Popular Assembly for four years. The elections must not take place earlier than six months, and not later than twelve months, after the beginning of the term of office of a Popular Assembly constituted after a new election. They shall assume their duties one year after the beginning of the term of office of this Assembly."

(d) *Manufacture, Sale, Storage and Transport of War Material in Danzig Territory.*

The Council finally regulated the question of the manufacture of arms at Danzig by adopting the following resolution :

(i) All manufacture of arms at Danzig must immediately come to an end.

(ii) This decision includes also the manufacture of sporting rifles. Moreover, the temporary storage and transit of war material is forbidden except with the previous consent of the Council of the League, although this does not of course affect the rights possessed by Poland and Germany as provided for by the Treaty of Versailles.

The High Commissioner represents in the name of the League the authority which is to decide what is and what is not war material.

(e) *Poland's Right of Access to the Sea.*— As Poland has by existing Treaties and Conventions the right of importing its war material through Danzig, an Accord has been completed between Poland and Danzig to give to the former for the landing and passage of this material a site sufficiently isolated and distant from the Free City itself. The Harbour Board of the Free City will settle the question of the definite location of the premises necessary for Poland.

Poland shall have the right to introduce into the place reserved for it a guard entrusted with measures of order and safety which the presence of dangerous material necessitates. The High Commissioner of the League at Danzig will have the right to be kept informed of the strength of this personnel, which will be fixed by him in agreement with the Polish Government. This personnel cannot bear arms outside this area.

(f) *The Finances of the Free City.* —The financial situation of Danzig appears rather serious. It is thought, nevertheless, that it will improve rapidly if Poland and the Free City reach agreement upon the Treaty of November 9th. Nevertheless, in view of the pressing financial difficulties, the Council decided to entrust the Provisional Economic and Financial Commission with making a study of the financial situation of the Free City and of preparing a report for the next session of the Council.

(g) *GermanPolish Danzig Transit Convention.* — Having examined the Transit Convention concluded between Germany of the one part and Poland and the Free City of Danzig of the other, the Council decided that this Convention was not in contradiction with the status of the Free City.

(h) *Time Limits fixed.*— The Council finally fixed at 40 days the period within which an appeal by Poland or Danzig may be made against a decision of the High Commissioner. On the other hand, the right given the High Commissioner by the Convention between Poland and Danzig to veto a Treaty or an International Agreement must be exercised within a maximum delay of three months.

Minorities.

The question of the method of execution of the many Treaties recently drawn for the protection of minorities was discussed by the Council and some modifications introduced as a result of a joint proposal submitted by Poland and Czecho-Slovakia.

Austria, Hungary Bulgaria and Turkey, through the Treaties of Peace, and Poland, Czecho-Slovakia, Roumania, Yugo-Slavia, Greece and Armenia through special Treaties, have agreed that racial, religious, and linguistic minorities are entitled to certain minimum rights which constitute obligations of international concern which are to be placed under the guarantee of the League.

In addition the Assembly decided that the Baltic and the Caucasian States, as well as Albania, when admitted to membership in the League, should be invited to take the necessary measures to enforce the principles of the Minorities Treaties and to arrange with the Council the details to carry this into effect. Accordingly the questions of Finnish and Albanian Minorities are at the present moment being dealt with by the Council.

In order to make these agreements effective, the minority treaties provide that each interested country agree that any member of the Council of the League shall have the right to draw to the attention of the Council any

infraction or danger of infraction of these obligations, and that the Council can take such action and give such direction as it may deem proper and effective in the circumstances. At its meeting last October the Council adopted, on the proposal of Signor Tittoni, Representative of Italy, a detailed procedure for dealing with minority petitions.

The Polish and Czecho-Slovak Governments, however, each proposed certain modifications, which should give the State containing the minority a more immediate opportunity of expressing its view-point. As the proposals of both Governments were very similar, a conference between the two was initiated by the Secretariat and a joint proposal submitted to the Council and adopted by it on June 27th. According to this resolution, every request relative to the protection of minorities emanating from sources not ranking as Members of the League shall be communicated before being distributed to the members of the Council to the interested State. The State should inform the Secretariat within three weeks whether or not it desires to transmit any observations. If so, a period of two months will be granted to send in these observations, which will be communicated simultaneously with the demand in question to the Council and to the Members of the League. This decision is to enter into force immediately as regards Poland and Czecho-Slovakia, while other States having accepted similar agreements will be invited to make known whether they desire to have the same procedure applied as regards them.

VI. Social Questions.

Opium.

The Council considered a detailed report of Mr. V. K. Wellington Koo, Chinese Representative, on the Report of the Advisory Committee on the Traffic in Opium which was authorized by the Assembly and which assembled at Geneva in May The Council decided not only to carry out the specific recommendations made in that report, but to take a step somewhat in advance of it. M. Wellington Koo pointed out that whereas international co-operation had hitherto been directed only towards the progressive limitation of the Traffic in Opium, the conviction was now beginning to prevail in many countries that it was time for the progressive suppression of its production. He said that to deal with the opium problem satisfactorily it was necessary to go to the very root of the question, and to this end the cultivation of opium should be reduced progressively and eventually limited to strictly medicinal and scientific purposes. This view, seconded by M. Hanotaux, was adopted by the Council, and a Resolution was passed to the effect that the Advisory Committee on the Traffic in Opium be requested to consider and report at its next meeting on the possibility of instituting an enquiry to determine approximately the average requirements of raw and prepared opium specified in Chapters 1 and 2 of the Opium Convention for medicinal and scientific purposes in different countries.

At the same time the recommendation of the Advisory Committee that the International Health Organisation enquire into the average requirements of drugs specified in Chapter 3 of the Convention for medical and other legitimate purposes in different countries was approved. The Council also decided, on the recommendation of the Committee, to invite States Members of the League which have not yet signed or ratified the Opium Convention, to do so as soon as possible and to request the Netherlands Government to continue its efforts to secure ratification by States not Members of the League. It also decided to invite Governments already parties to the Convention to adopt a further provision whereby every application for the export of any of the

substances mentioned in the Convention shall be accompanied by a certificate from the Government of the importing country that the import is approved by that Government and is required for legitimate purposes, and in case of drugs covered by Chapter 3 of the Convention, the certificate shall state specifically that they are required solely for medicinal or scientific purposes.

The attention of the Contracting Powers having treaties with China is to be directed to the provisions of Article 15 of the Convention, in order that the most effective step possible may be taken to prevent the contraband trade in opium and other dangerous drugs. Mr. Wellington Koo felt it unnecessary to make specific recommendations as regards the reported poppy cultivation in China, as he pointed out that the President of the Republic has recently issued a mandate enjoining the provincial authorities under pain of severe punishment to do their best to exterminate the opium evil, and the Chinese Government has decided to appoint High Commissioners to proceed to the three provinces where political difficulties have caused a recrudescence of poppy cultivation, in order to investigate and report to the Government.

2. The Traffic in Women and Children.

The International Conference called by the Assembly of the League of Nations to consider measures for the suppression of the Traffic in Women and Children opened in Geneva on 30th June with 34 States represented and under the presidency of M. Michel Levie, former Belgian Minister of Finance. The Conference is based upon Article 23 of the Covenant, which provides that the Members of the League "entrust the League with the general supervision over the execution of agreements with regard to the traffic in women and children," and comes at a time when those most familiar with the traffic fear that a great increase may take place owing to the removal of passport and other restrictions imposed by the war.

International co-operation to suppress this traffic dates back to the year 1899, when unofficial organisations in several countries created at London the International Bureau for the Suppression of the Traffic in Women and Children to co-ordinate and strengthen the initiative of private organisations interested in the question. As a result of its activities, fifteen Governments concluded an agreement in 1904 which became effective the following year, by the terms of which officials were named in each of the signatory countries with full power to correspond directly with similar authorities in other States. Moreover, the signatories agreed :

(1) To have a watch kept, especially in railway stations and ports of embarcation.

(2) To question foreign prostitutes on the reasons which have led them to leave their countries and to repatriate them.

(3) To exercise, so far as their legislation permits, a control over the bureaux or agencies engaged in finding occupation abroad for women and young girls.

The experience obtained from the entry into force of this Accord having proved that it was totally insufficient, a new International Conference of Government Representatives met in 1910. Each State participating agreed, in case its legislation was not sufficient, to provide penalties for those engaged in the traffic, but only a few of the Signatory States have since done so.

When the Covenant was drawn up at Paris, it was specifically provided that the League should be entrusted with measures for the suppression of this traffic. Consequently, the Council at its Session at Rome in May, 1920, approved the nomination of an official in the Secretariat especially charged with keeping in touch with all relevant questions. The Council also expressed

the desire that an International Conference be convoked at the earliest possible moment by the International Bureau for the Suppression of the Traffic in Women and Children, but this proved impossible and the Bureau left the initiat ye to the League.

The question then came before the Assembly, which provided for a Conference before its next Meeting. The Secretariat was authorised to send a questionnaire to all States, asking them what legislative measures had been taken up to the present to combat this traffic and what measures they expect to take in the future. This questionnaire was sent out in February, and it will be for the Conference to co-ordinate the replies received and to effect an agreement between the different Governments permitting common action. The Conference will also designate a Permanent Commission entrusted with informing the Council upon all questions relative to the traffic. It is interesting to note that several Governments have included women in their delegations to the Conference.

3. Russian Refugees.

The question of Russ an Refugees was further advanced by the adoption by the Council of a very detailed report submitted by M. Hanotaux.

Having summarised the responses made by the different Governments to a statement sent out after the Council Meeting in February, M. Hanotaux suggested that the best method of reaching a solution would be to entrust to a High Commissioner the task of co-ordinating the efforts made in the different countries, whether by the Gcvernments themselves or by private associations. Pending that choice, the Secretariat was authorised to make a practical study of the political, juridical and financial problems involved, to continue to co-ordinate the present activities of private associations working on the question, and to communicate with the Governments concerned, in order to obtain from them any information with regard to the question, and to call as soon as possible a Conference of officials especially entrusted by the different interes ed countries with iollowing the question, in order to organise the high commissariat which is to be entrusted with the handling of the refugees.

4. Repatriation of Prisoners.

A report by Dr. Nansen on the Repatriation of Prisoners was presented to the Council, showing that the work was still going on satisfactorily and that, if the financial situation permits, Dr. Nansen may shortly be able to announce its completion. Of the three routes by which repatriation is taking place, namely, the Baltic, Vladivostock, and the Black Sea, the steamer services from Riga to Stettin, and from Narva and Port Baltic to Stettin have continued to operate, taking back about 28,000 men since the last report, while the railroad route from the Russian frontier via Riga to Stettin, which was opened in April, has brought back about 16,000 men. The total number of prisoners of all nationalities repatriated by the Baltic up to June 1st reached the figure of 323,850, the combination of the two routes greatly hastening the completion of the work in this region.

The route via Vladivostock was evidently the most costly of all and financial considerations made it essential to reduce to the minimum the number of persons repatriated over that route. The conclusion of an agreement with the Soviet Authorities, permitting the passage by railroad of about 20,000 prisoners from the Omsk district to the Baltic, has therefore been received with great satisfaction, and has made it possible to give up the Vladivostock service. Nevertheless, the total number of prisoners repatriated by Vladivostock has reached the figure of 11,080.

The situation of prisoners in the regions bordering the Black Sea is very pitiable and it is hoped that arrangements made to concentrate them all at Novorossisk will permit them to reach this port with much greater regularity. A station has been established there and a steamer has just completed its first voyage, taking 14,089 prisoners of all nationalities from Novorossisk to Trieste. It is hoped that the repatriation of all prisoners over this route will be completed within four or five months.

5. The Campaign against Typhus.

Dr. Norman White, who recently went to Poland in connection with the League of Nations Epidemics Commission, reported to the Council that the campaign against the epidemics ravaging Eastern Europe is making progress, that the number of cases of typhus is considerably decreased, and that cholera has entirely disappeared. He insisted on the necessity of continuing the work undertaken and of aiding the Polish Government, whose efforts have so far obtained great results.

During the month the Norwegian Government notified the League that it would contribute 50,000 Norwegian crowns for the budgetary year 1921-1922 to the League's Anti-Typhus Campaign.

6. Relief Work in European Countries.

The Council decided that, as the League of Red Cross Societies and the Comité International de la Croix-Rouge had accepted the Council's proposal of last February to form a joint Committee to co-ordinate voluntary relief work in all European countries, the Council should give its most cordial endorsement to all work undertaken by that body. Therefore the Council approved a letter to be sent to all Governments explaining the co-operative action which had been effected and urging all Members of the League to render all possible assistance, notably by providing free transport and exemption from Customs Duties of material destined by the Joint Committee for the use of distressed areas, by granting transport facilities for personnel, by providing opportunities for the local purchases of foodstuffs and supplies at the lowest rates and by making provision for the use of public buildings for the housing of children and sick persons.

VI. Calendar of Events.

July 4th.	Governing Body, International Labour Office, Stockholm.
July 16th.	Temporary Mixed Commission on the Reduction of Armaments, Paris.
July 25th.	Advisory Committee on Communications and Transit, Geneva.
August 1st.	International Emigration Commission, Geneva.
September 1st.	Meeting of the Council, Geneva.
September 5th.	Meeting of the Second Assembly, Geneva.

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1922

MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

No 4. —————— **Information Section of the**
AUGUST 1st 1921. **League of Nations, Geneva**

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I. Summary of the Month.

One of the principal events of the month was the first meeting of the Temporary Mixed Commission on the Reduction of Armaments, which took place in Paris, under the presidency of M. Viviani. It began with a general study of the problem of armaments, and the work was pursued in detail in three Sub-Commissions. The latter will report to the full Commission, which is to meet again before the Assembly.

Two other important meetings were held at Geneva, namely: the International Conference for the Suppression of the Traffic in Women and Children, and the Consultative and Provisional Commission on Transit and Communications, which had been constituted by the Barcelona Conference.

Among the resolutions and recommendations adopted by the Conference on the Traffic in Women and Children with the object of reinforcing existing measures of control, was the proposal to create a Permanent Consultative Commission under the auspices of the League. This plan will have to be submitted to the Council for approval.

The Commission on Transit set up three Sub-Commissions to which various groups of questions were referred. It had also to deal with several matters submitted to it by the Barcelona Conference and by the Council.

Steps were taken to put into effect several resolutions passed by the Council at its last meeting. A circular letter was issued inviting all the Mandatory Powers to submit reports on their administration of mandated territories to the Permanent Commission on Mandates, and another letter was despatched asking the Members of the League if they wish to be represented at the conference of officials to be summoned with a view to organising a High Commissariat to deal with the question of Russian refugees.

The Swedish Government has addressed a note to the Secretary-General, urging the importance of the establishment, with the least possible delay, of the fresh neutralisation agreements in connection with the Aaland Islands, according to a resolution of the Council.

The replies of Poland and Lithuania to the decision taken by the Council of the League on June 28th have been received by M. Hymans, who will shortly announce his decision.

An important notification was received from the British and Japanese Governments, concerning the Anglo-Japanese Agreement of July 13th, 1911.

A questionnaire on public finances was sent to all Governments Members of the League, and to all Governments represented at the Brussels Financial Congress. The replies will enable the League to continue the comparative study of public finances which was begun at Brussels.

In order to facilitate closer contact between the Secretariat and the Latin-American countries, two members of the Secretariat have been sent on a mission to South America.

The provisional agenda of the Assembly has been circulated. Albania has asked that the decision of the Council with regard to her request concerning her disputes with Greece and the Serb-Croat-Slovene State shall be inserted in the agenda. It is hoped that the Assembly will be able to proceed with the election of judges for the Permanent Court of International Justice. Progress has been made with the ratification of the Statute, as well as with the nominations for the election of the judges of the Court.

II. Organisation of the League.

1. Mixed Armaments Commission.

From July 16th to 19th the Temporary Mixed Commission on the Reduction of Armaments held its first session in Paris to carry out the task entrusted to it by the Assembly.

The work connected with disarmament had hitherto been carried out by the Permanent Military, Naval and Aerial Commission on Armaments, created by the Council of the League in conformity with Article 8 of the Covenant. But as the question involved vast consequences of a political, social, economic and financial, as well as of a military, character, it was felt that a body comprising specialists in all these fields was necessary. It was consequently decided by the Assembly to create a Temporary Mixed Commission composed of six political men, six military, naval or aerial experts chosen from among the members of the Permanent Commission on Armaments, four economists and financiers, three representatives of workmen's organisations, and three representatives of employers. The following persons were chosen as members of the Commission:

Political Members :

M. Viviani (France), President.
M. Branting (Sweden); as he was unable to be present, his place was temporarily taken by M. Engberg.
Mr. H. A. L. Fisher (Great Britain).
Senator Schanzer (Italy).
M. Tatsuke (Japan).
M. Rivas Vicuna (Chile).

Military and Naval Experts, chosen from the members of the Permanent Commission on Armaments :

Marshal Fayolle (France).
Admiral Gough-Calthorpe (Great Britain).
Brig.-Gen. Marietti (Italy).
General Inagaki (Japan).
Marquis de Magaz (Spain).
Admiral Penido (Brazil).

Economists and Financiers:

M. JANCOVICI (Roumania).
Sir James BRUNYATE, K.C.S.I. (India).
M. Albert JANSSEN (Belgium).
Professor BENINI, who had been appointed but was unable to attend.

Employers' Representatives:

M. HODACZ (Czecho-Slovakia).
Mr. LANGKJAER (Denmark).
Mr. Thomas FINLEY (Canada), who had been appointed but was unable to attend.

Representatives of Workmen's Organisations:

M. JOUHAUX (France).
M. THORBERG (Spain).
M. OUDEGEEST (Holland), who had been appointed but was unable to attend.

Shortly before the meeting of this Commission, the President of the United States had issued his invitation to the Governments of the Principal Allied and Associated Powers and to China, to send Delegates to a Conference to be held in Washington to consider the settlement of the Pacific problem and the more general question of disarmament. M. VIVIANI, President of the Temporary Mixed Commission, in his opening speech, expressed great satisfaction at President Harding's initiative, and declared that the result of the work which the Mixed Commission was about to accomplish would be of great use to the Governments meeting in Washington for the solution of the particular problems which interested them.

Mr. FISHER, the British Delegate, and Senator SCHANZER, the Italian Delegate, also expressed their sympathy with President Harding's proposal. All the members were of opinion that the work of the Commission and that of the Washington Conference aimed at the same object, namely, the peace of the world, although it was being pursued by different means. The Commission is a body of experts, chosen individually from fifteen different countries, but not representing their respective Governments, and summoned to discuss general principles concerning disarmament, whereas the Washington meeting will be a Conference of Government representatives to deal with the solution of various concrete questions involving their particular interests.

The first object of the session was to allow the various groups to come into contact and have a general exchange of views on the problems submitted to them.

The Commission therefore started by taking cognisance of all the work already accomplished by the Assembly, the Council and the Permanent Military Commission, particularly as regards the private manufacture of arms, the traffic in arms, the right of investigation of armaments in ex-enemy States, the exchange of information concerning military matters between various Members of the League, etc. Several discussions took place on particular points. Senator Schanzer declared that, in order to arrive at a general reduction of armaments, it was necessary to know exactly what was the present state of the world from

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the point of view of military expenditure on armies. He therefore proposed that a statistical enquiry should be held for the purpose of comparing the actual expenditure on armaments in 1921 with that of 1913, the effectives of the various armies, their stocks of war material, etc., and that a Sub-Commission should be appointed to deal with this matter. Mr. Fisher agreed to the proposal, adding that such a Sub-Commission should also inquire into the extent to which national expenditure on armaments could be estimated from the military budgets of the various States. He then made a general survey of the various difficulties that stood at the present moment in the way of disarmament, such as the fact that Germany and Russia remained outside the League of Nations and that the question of disarmament depended largely on the loyal intentions of Germany in carrying out her obligations. Senator Schanzer, while agreeing that it was necessary to advance by degrees, insisted that the Commission must assert its intention of carrying out the principles contained in Article 8 of the Covenant in favour of a general reduction of Armaments.

M. Jouhaux, workmen's representative, insisted that the Commission should follow the path marked out for the League of Nations, namely: that of a solution by means of international undertakings which would give the different peoples the necessary assurances that disarmament would be achieved. In this connection, he proposed in the first instance that a general international conference should be summoned to study the practical means for carrying out paragraph 5 of Article 8 of the Covenant, concerning the private manufacture of arms. On the other hand, in order to arrive at a mutual control of armaments in all States Members of the League, M. Jouhaux called attention to a decision of the Assembly according to which this control could only be instituted as the result of an amendment to Article 8 of the Covenant, and he proposed that a Sub-Commission should be appointed to prepare this amendment and to submit it to the Assembly of the League in September.

The Commission finally decided that the work entrusted to it should be distributed among three Sub-Commissions.

The First Sub-Commission is composed as follows:—*President*, Mr. Fisher; *Vice-President*, M. Rivas Vicuna; *Members* : Admiral Gough-Calthorpe, General Marietti, M. Jouhaux, M. Hodacz, M. Jankovici. Its object is to deal with the and the manufacture of arms and war material, the Arms Traffic Convention, private institution of a Central International Bureau for the control of the traffic in arms.

The Covenant of the League of Nations (para. 5 of Art. 8) states that " the Members of the League agree that the manufacture by private enterprise of munitions and implements of war is open to grave objection. The Council shall advise how the evil effects attendant upon such manufacture could be prevented, due regard being had to the necessities of those Members of the League which are not able to manufacture the munitions and implements of war necessary for their safety. " The proposal of M. Jouhaux, that the matter should be the object of an international conference, has been submitted to this Sub-Commission. It will be the subject of statements by M. Hodacz and by M. Jouhaux to the plenary meeting in September.

The proposal by Sir Hubert Llewelyn Smith, who took the place of Mr. Fisher in the Sub-Commission, on the same subject, will also be studied by the Sub-Commission. It provides for a report on the nature of the serious objections mentioned in Article 8 of the Covenant and on the evil effects which, according to the same Article, are attendant upon the private manufacture of arms. It also provides for the consideration of the measures to be adopted to eliminate these evil effects, taking into account the necessities of such States

Members of the League as are unable to manufacture the war material and munitions necessary for their safety.

The Italian General MARIETTI also presented a suggestion whereby the manufacture of arms and war material should be entrusted only to firms for whom such manufactures represent neither the whole nor even the principal part of their output.

The control of the traffic in arms and ammunition is also one of the subjects of the Sub-Commission. The Assembly having endorsed the Treaty of St.-Germain, the object of which was to prevent the export of war materials into semi-civilised and warlike countries, all Members of the League were urged to ratify the Convention as soon as possible. Although some twenty Governments have expressed their intention of ratifying, it appears that the universal adoption of the Convention is impossible until the United States adhere to the Convention. The Sub-Commission will report on the situation and see what steps can be taken. The Central International Bureau which is to be created to deal with the traffic in arms will of course depend on the future of the Convention itself.

The Second Sub-Commission is composed as follows:— *President*, M. VIVIANI; *Members* : M. BRANTING, M. TATSUKE, M. THORBERG, Marshal FAYOLLE, General INAGAKI, M. JANKOVICI, M. LANGKJAER. It will deal with the right of investigation of the armaments of the ex-enemy States in conformity with Article 213 of the Treaty of Versailles, and with the corresponding Articles of the Treaty of St.-Germain, Neuilly and Trianon, in accordance with the decisions already taken by the Council of the League of Natious; the mutual exchange of information on armaments between the Members of the League; and the mutual control of this information, as provided for by Article 8 of the Covenant.

The proposal of M. JOUHAUX concerning an amendment to Article 8 of the Covenant, whereby the Members of the League should be bound to carry out exchange of information, will be submitted to the Commission at its next meeting, and eventually to the Assembly.

The proposal of the Assembly that the Members of the League should not increase their expenditure on armaments during the next two years has been accepted by a certain number of Governments on the condition of reciprocity. The Sub-Commission will examine the various replies received, and the matter will be subsequently submitted to the Assembly.

The Third Sub-Commission is composed as follows : — *President* : Senator SCHANZER; *Vice-President*: Sir James BRUNYATE; *Members*: M. JANSSEN, Professor BENINI, M. OUDEGEEST, Mr. Thomas FINLEY, Marshal FAYOLLE, Marquis de MAGAZ, Admiral PENIDO.

The President outlined the various means whereby the actual state of armaments in any given country could be estimated, and general lines were laid down for a questionnaire on the subject to be submitted to the Commission and eventually distributed to the various Governments.

These three Sub-Commissions will report to the full Commission when it meets again in September, and the Commission will then report to the Assembly of the League.

2. Permanent Court of International Justice.

Ratifications of the Statute.

The process of ratifying the Statute of the Permanent Court of International Justice has made some progress during the last month. The States which have actually deposited their acts of ratification with the League are Albania, Austria, Denmark, Holland, Italy, Sweden and Switzerland. The Secretariat has just been officially informed that the King has signed the act of ratification for the British Empire as a whole, and that the King of Norway has signed the Norwegian act of ratification. The Bulgarian ratification has been completed and is in course of transmission. The Greek Chamber has ratified. The French ratification has already been voted by Senate and Chamber. The representatives of Belgium, Japan, Spain and Brazil at the last session of the Council stated that the ratifications of their respective countries would be deposited before September. The Governments of Poland and Roumania have made similar declarations, and unofficial statements to the same effect have reached the Secretariat from several countries. China is also ready to ratify. The Federal Congress of Venezuela and the Legislature of the Republic of Costa Rica have voted the ratification of the act.

Signatures of the Statute.

On the other hand, forty-one Governments have signed the Statute of the Court since last November, namely, Albania, Australia, Austria, Belgium, Bolivia, Brazil, Bulgaria, Canada, China, Colombia, Costa Rica, Cuba, British Empire, Czocho-Slovakia, Denmark, Finland, France, Greece, India, Italy, Japan, Liberia, Luxemburg, Netherlands, New Zealand, Norway, Panama, Paraguay, Persia, Poland, Portugal, Roumania, Salvador, Serb-Croat-Slovene State, Siam, South Africa, Spain, Sweden, Switzerland, Uruguay, Venezuela.

Of the forty-one signatories, the following eleven have accepted the optional clause concerning compulsory jurisdiction: Bulgaria, Costa Rica, Denmark, Finland, Holland, Liberia, Luxemburg, Portugal, San Salvador, Switzerland, Uruguay. Of these eleven, four, namely, Bulgaria, Denmark, Holland and Switzerland, have ratified the Statute, including the compulsory jurisdiction clause.

Nominations of Judges.

The States which have hitherto sent in nominations of candidates are Austria, Brazil, Chile, Guatemala, Haiti, Portugal, Roumania. The nominations include Chief Justices of the Supreme Courts of their respective countries, Professors of Law at national universities and former Ministers and Presidents of Senates. Each country may submit a list of not more than four nominees, of whom two only may be of its own nationality. Brazil has taken the opportunity of nominating Mr. Elihu Root; Portugal, M. Raymond Poincaré; Chile, Lord Finley; Siam, Dr. Roscoe Pound (Dean of the Law School of Harvard University) and M. M. P. Friis (Judge of the Supreme Court and Chief Guardian of Denmark); and Austria, Dr. Max Huber (Professor of Zurich University) and M. Karl Schlyter (Judge of the Supreme Court in Stockholm and member of the Swedish Diet). The lists of nominees are to serve as a panel from which the Council and Assembly are to choose the eleven judges and the four deputy-judges of the International Court.

3. Mandates Reports.

The first Assembly adopted á recommendation to the effect that the Mandatory Powers should be asked to present to the Permanent Mandates Commission a report on the recent administration of the territories confided to their care. The Covenant of the League provides, among other things, that the Mandatory Powers shall present such annual reports on their administration and that the Permanent Mandates Commission of the League shall receive and examine these reports and advise the Council on all matters concerning the execution of Mandates. At its meeting last month the Council, acting on the recommendation of the Assembly, passed a resolution directing the Secretary-General to invite not only those Powers whose Mandates have been approved, but also those Powers whose Mandates have not yet been approved, to submit reports.

A and B Mandates.

Of the three categories of Mandates outlined in the Covenant, the A and B categories have not yet been finally approved by the Council, owing to the fact that there are still outstanding points concerning the allocation of the Mandates (which rests, under the Treaty of Versailles, with the Principal Allied and Associated Powers) upon which the United States and the Allied Powers have not yet reached agreement. The fact that the A and B Mandate territories are still under a temporary régime did not preclude the Council from agreeing to the Assembly Resolution referred to above, and the Secretary-General has accordingly issued the invitations to all the Mandatory Powers to send in reports, if possible before the Assembly, for transmission to the Permanent Mandates Commission.

When the Council reached this decision, the Representatives of France and Great Britain declared that, with respect to the former German territories allotted to them, but for which the Mandates had not yet been confirmed by the Council, there would be presented to the respective Parliaments reports of which the League could take cognisance.

The territories in the A and B categories are as follows:—

Category A. Mesopotamia and Palestine, allotted to Great Britain, Syria (including Lebanon), allotted to France.

Category B. Portions of East Africa, Togo and the Cameroons, allotted to Britain, France, and Belgium.

C Mandates.

The text of the C Mandates was approved by the Council on December 17th, 1920, and it is from this date that the administration of the Mandatory Powers in these territories has been in force.

The Governments exercising these Mandatory Powers have been asked in the ordinary way to submit their reports as provided for in the Covenant.

The territories in category C are as follows:—

The former German possessions in the Pacific, south of the Equator, with the exception of Nauru and Samoa, allotted to Australia.

The former German possessions north of the Equator, allotted to Japan. (The Government of the United States of America has protested against the allotment of the Island of Yap to Japan).

Samoa, allotted to New Zealand.

Nauru, allotted to the British Empire.

South-West Africa, allotted to South Africa.

4. The Consultative Commission on Communications and Transit.

The Technical and Consultative Commission on Communications and Transit, set up by the Barcelona Conference last April in accordance with a decision of the Assembly, held its first meeting in Geneva from July 25th to 28th.

The scope and functions of the Commission are clearly laid down in the Assembly Resolution and in the proceedings of the Barcelona Conference. The Commission is a technical and consultative body composed of Members of the League, dealing with all matters that arise out of that part of Article 23 (*e*) of the Covenant which concerns freedom of communications and transit. The Commission also is to assist the Council and the Permanent Court of International Justice in a number of cases provided for in the various clauses of the Treaties of Peace concerning ports, waterways and railways, particularly as regards the settlement of differences. Finally, it will be the task of the Commission to supervise the application of the Conventions passed at Barcelona, to suggest any changes that it considers necessary, and to assist in the settlement of any differences that may arise between States over the interpretation of these Conventions.

The Commission consists of the following members:—

M. van Eysinga, Professor at the University of Leyden; Member of the Central Rhine Committee	Holland.
M. Stiévenard, Member of the Belgian Delegation of the Central Rhine Committee	Belgium.
M. Montarroyos, Engineer, former Captain of the General Staff.	Brazil.
M. Francisco Amunategui, Secretary-General of the Mixed Courts of Arbitration	Mexico.
Dr. Chou-Wei, Civil Engineer	China.
M. Aguero, Minister to Berlin	Cuba.
M. Colding, Departmental Head at the Ministry of Public Works	Denmark.
Colonel Baldwin, British Representative on the Waterways Commissions	British Empire.
M. Brockmann, Inspector-General of Roads and Bridges. .	Spain.
M. Pusta, Esthonian Minister to Paris	Esthonia.
M. Claveille, Senator, former Minister of Public Works, President of the Rhine Commission	France.
M. Sinigalia, Chief Inspector of Railways, Italian representative on the Waterways Commission	Italy.
Dr. Sataké, Former Director-General to the Ministry of Railways	Japan.
M. Wieniarski, former Professor at the University of Poznan	Poland.
M. Herold, Director of the Toggenburg Railways, Privat-Docent at the University of Zurich	Switzerland.
M. Fernandez y Medina, Uruguayan Minister to Spain . . .	Uruguay.

The Commission devoted its first sitting, which was opened by M. Claveille, former French Minister of Public Works and President of the Provisional Transit Commission of the League of Nations, to setting up its Organising Committee. M. van Eysinga was elected President and Colonel Baldwin and M. Fernandez y Medina were elected vice-presidents.

The various questions on the agenda were dealt with as follows:

(1) The Consultative Commission requested the President of the Council of the League to draw the attention of the Governments which have not yet signed the Barcelona Conventions to the desirability of nominating as soon as

possible plenipotentiaries whose duty it would be to sign. The time limit fixed for signing the Conventions expires on December 1st, 1921. In these circumstances, one of the most practical ways of effecting this signature, in particular for States distant from the seat of the League, would be to confer plenary powers on one of their delegates to the Assembly next September.

(2) The question of the way in which future general conferences on communications and transit should be convened was raised at Barcelona. The Consultative Commission worked out a draft resolution will be submitted to the next Assembly. This draft, in accordance with the recommendation of the Barcelona Conference, lays it down that a general Conference on Communications and Transit can be convened on the demand of one-third of the Members of the League and at the seat of the League. This demand should be addressed to the Secretary-General and be accompanied by the agenda of the Conference. It will be the duty of the Secretary-General to convene the Conference.

(3) In October, 1920, a Conference on passports, customs formalities, and through tickets, summoned by the League, was held at Paris in order to study the simplification of the formalities at present imposed on travellers crossing frontiers. The Consultative Commission took note of the replies sent to the Secretariat of the League by various Governments in answer to the resolutions adopted by the Conference, and observed with the greatest satisfaction that a certain number of States had already put into force some of the measures, so important in international relations, that were proposed, such as simplification of the formalities necessary to obtain passports and visas; reduction of fees; and unification of the regulations for passports. The Commission requested the Assembly of the League to call the attention of all States which have not accepted the recommendations of the Conference to the urgent desirability of studying the question and of informing the Secretary-General of the League of decisions eventually reached.

(4) The Commission was furthermore informed of the view expressed by the Barcelona Conference, that it was desirable, in order to improve international means of communication, that States possessing abundant electric power should share it with States in need of such power. The Commission decided that M. Sinigalia should prepare a Memorandum on this important question, which was raised at Barcelona by the Italian Delegation, and considered that it might be desirable eventually to set up a special Sub-Commission whose duty it would be to study the problem.

(5) Finally, the Council of the League had requested the Commission to examine the suitability and the means of associating with its labours, in as permanent and complete a manner as possible, one or more of the riparian States of the Danube. The Commission decided to ask M. Lancas, Director of the Transport Service of the Czecho-Slovak Railway Ministry, to serve on the Commission in the capacity of expert. The Commission reserved to itself the right of obtaining further expert assistance when questions requiring other kinds of expert knowledge arose.

The Commission agreed on the necessity of setting up three Sub-Commissions among which the work of the plenary Commission should be divided. These Sub-Commissions will deal permanently with different problems concerning Transit and Communications. They will submit a report to the plenary Commission at its next session. They are constituted as follows:—

First Sub-Commission: Railway Transport.

M. CLAVEILLE, President.
M. SATAKÉ, Vice-President.
M. SINIGALIA.
M. BROCKMANN.
M. HEROLD.
M. AMUNATEGUI.
Colonel BALDWIN.

The preparation of the International Railway Convention, which, in accordance with the resolutions passed at Barcelona, should be drawn up by a general conference within two years, will be undertaken by this Sub-Commission, which will also deal with all questions of railway transport.

Second Sub-Commission: Water Transport.

M. MONTARROYOS, President.
M. WIENIARSKI, Vice-President.
Colonel BALDWIN.
M. VAN EYSINGA.
M. MEDINA.
M. STIÉVENARD.
M. CHOW-WEI.

M. AGUERO will be attached to this Sub-Commission for all maritime questions.

This Sub-Commission will deal with all questions concerning water transport and the application of the Convention on International Waterways drawn up at Barcelona.

Third Sub-Commission: General Questions and Statistics.

M. SINIGALIA, President.
M. HOCK-COLDING, Vice-President.
M. AGUERO.
M. CHOW-WEI.
M. PUSTA.

It will be the duty of this Sub-Commission to report on all general questions relating to transit and communications. It will collect all necessary statistical information, and will prepare for the plenary Commission the information necessary for dealing with matters submitted to it between its sessions.

5. THE ANGLO-JAPANESE NOTE.

The following important notification by the British and Japanese Governments relative to the Anglo-Japanese Agreement of July 13th, 1911, bearing the signature of Baron HAYASHI, Japanese Ambassador in London and Lord CURZON, Secretary of State for Foreign Affairs of Great Britain, has been received by the Secretariat of the League of Nations under date of London, July 7th, 1921:—

> " Whereas the Governments of Great Britain and Japan informs the League of Nations in their joint notification of July 8th, 1920, that they recognise the principle that if the Anglo-Japanese Alliance Agreement of July 13th, 1911, is continued after July 1921 it must be in a form which is not inconsistent with the Covenant of the League.

"They hereby notify the League pending further action that they are agreed that if any situation arises whilst the Agreement remains in force in which the procedure prescribed by the terms of the Agreement is inconsistent with the procedure prescribed by the Covenant of the League, then the procedure prescribed by the said Covenant shall be adopted and shall prevail over that prescribed by the Agreement."

This notification is along the lines of Article 20 of the Covenant to the effect that " the Members of the League severally agree that this Covenant is accepted as abrogating all obligations or understandings *inter se* which are inconsistent with the terms thereof and solemnly undertake that they will not hereafter enter into any engagements inconsistent with the terms thereof.

" In case any Member of the League shall, before becoming a Member of the League, have undertaken any obligations inconsistent with the terms of this Covenant, it shall be the duty of such Member to take immediate steps to procure its release from such obligations. "

It will be remembered that a year ago when the question of the renewal of this Agreement was under discussion between the two Governments, a joint notification under date of July 8th, 1920, and signed for Japan by Viscount CHINDA and for Great Britain by Lord CURZON, was forwarded to the League. The text of that declaration was as follows:—

« SPA,

8th July, 1920.

« The Governments of Great Britain and Japan have come to the conclusion that the Anglo-Japanese Agreement of July 13th, 1911, now existing between the two countries, though in harmony with the spirit of the Covenant of the League of Nations, is not entirely consistent with the letter of that Covenant, which both Governments earnestly desire to respect. They accordingly have the honour jointly to inform the League that they recognise the principle that if the said Agreement be continued after July 1921, it must be in a form which is not inconsistent with that Covenant.

(Signed) CHINDA,
(Signed) CURZON OF KEDLESTON."

This first notification was published in the Treaty Series of the League of Nations in accordance with Article 18, which requires that all International Agreements must hereafter be registered with and published by the League.

6. RELATIONS WITH LATIN-AMERICAN STATES.

The various delegates of the Latin-American States to the League of Nations have often declared, in particular during the last Assembly and the Barcelona Conference, that, in their opinion, it would be of the greatest advantage to take steps to facilitate in South America the spread of information concerning the League of Nations, and of all detailed knowledge of the work which the League has accomplished or in which it is engaged, and especially to strengthen the cooperation, which is at present inadequate, between the Secretariat of the League and the Latin-American Governments.

The Committee which enquired into the organisation of the Secretariat shared this view, and were of opinion that the Governments concerned and the Secretary-General should consider, as soon as possible, the form these relations should take especially in view of the great distance which separates South America and Geneva.

In order to obtain, as soon as possible, all information necessary for the consideration of this urgent question, and also in order to deal provisionally with certain matters of particular importance, the Secretary-General has decided to send two members of the Secretariat to South America. Their duties will be:

> To obtain from the various Governments which they visit any facts and any views as to the best method of distributing information in Latin America concerning the League of Nations, and as to the possibility of establishing an information bureau of the Secretariat of the League in South America for this purpose. They will also place themselves at the disposal of the Governments regarding any League business.

The visits to the various countries of South America should take from about two and a-half to three months, excluding the journeys to and from South America.

During the meeting of the Assembly, the possibility will be considered of establishing, at the place deemed most convenient, permanent communication with the office of the League at Geneva.

7. The Assembly.

Arrangements are well advanced for the meeting of the second Assembly of the League, which opens on September 5th. The nominations of the delegates are being received by the Secretariat, the provisional agenda has been circulated, many of the reports for which the Assembly asked last year are ready for presentation and most of the Governments have already reserved accommodation for their delegations in Geneva. The Salle de la Réformation will again be used as the meeting-place and a useful innovation is the conversion of the rooms used last year as a lounge into a lobby for the use of delegates and journalists. This accommodation should prove of considerable value to the delegates and it will give them and the journalists a more convenient opportunity for discussion and direct contact than was possible last year. The first floor of the Salle de la Réformation will be reserved as before for the Press, and there will be the same postal and telegraphic arrangements. The wireless offices will have increased accommodation and wireless messages will be sent direct from the Hall to the wireless station at Berne, without the necessity of repeating the message for transmission from Berne. The meetings of the Assembly Commissions will be held as far as possible in the offices of the Secretariat. The front hall is also being partitioned off for use, and during the greater part of the Assembly will be placed at the disposal of the journalists; it will only be devoted to committee work when absolutely necessary. The distribution of tickets will be made about two weeks in advance of the Assembly.

The Provisional Agenda. — Appended is the provisional agenda for the Assembly. A supplementary agenda will be circulated one month before the meeting of the Assembly.

> General report on the work of the Council since the First Session of the Assembly.
>
> General report by the Secretary-General upon the work of the Secretariat and upon the measures taken to execute the decisions of the Assembly.
>
> Report by the Council on the conclusions of the Committee on Amendments to the Covenant.
>
> Report by the Council on the conclusions of the Committee appointed to examine the scope and intentions of Article 18 of the Covenant from a legal point of view.
>
> Report by the Council on the conclusions of the temporary Commission on the reduction of Armaments.

Report by the Council on the conclusions of the International Blockade Committee.

Report by the Council on the Advisory Economic and Financial Committee.

Report of the Advisory and Technical Committee on Communications and Transit.

Report of the Technical Committee of the International Health Organisation of the League.

Presentation by the Council of the Report of the Advisory Committee on the Traffic in Opium.

Report by the Council on the work of the Commission of Enquiry with regard to the deportation of Women and Children in Turkey and adjacent countries.

Report by the Council on the International Conference on the Traffic in Women and Children.

Report by the Council on the Typhus campaign.

Report by the Committee appointed to examine the organisation, etc., of the Permanent Secretariat and the International Labour Office.

Report by the Council on the international co-ordination of intellectual work.

The allocation of the expenditure of the League, including the report by the Council on the conclusions of the Committee appointed to study this question.

Permanent Court of International Justice. Report on the ratifications of the Protocol. Election of Judges.

Request of Bolivia, dated November 1st and December 15th, 1920, for the inclusion in the Agenda of the 1921 session of the Assembly of the Bolivian demand for the application of Article 19 of the Covenant to the Treaty of Peace signed between Bolivia and Chile on October 20th, 1904.

Chile, in letters dated 17th 19th and 28th December, 1920, has requested that notification should be made of her opposition, by moving the " previous question " ,to the proposal of Bolivia to include this item in the Agenda of the Assembly.

Albania. The decision adopted by the Council of the League of Nations on June 25th, 1921, in regard to the request of Albania concerning her dispute with Greece and the Serb-Croat-Slovene State.

Appointment of the four non-permanent Members of the Council.

Request by Hungary for admission to the League.

Budget for 1922.

Audit of Accounts for the second fiscal period (July 1st to December 31st, 1920).

Auditors' report.

III. Economic and Financial Questions.

1. The Financial Restoration of Austria.

During the last month progress has been made with the scheme prepared by the Financial Committee of the League for the financial restoration of Austria. The Austrian Government is rapidly passing the necessary legislation to increase taxation and to diminish expenditure, and the credits which Austria requires from abroad have been arranged for and can be drawn upon at very short notice.

The Council of Ambassadors (acting for the Supreme Council) decided at a recent meeting in Paris to approach the American Government through the Allied diplomatic representatives in Washington, with the object of obtaining America's consent to the suspension of her claims upon Austria in respect of relief credits.

The Financial Committee, when accepting the Supreme Council's invitation to undertake the financial restoration of Austria, put forward the condition that all Governments concerned should agree to suspend their claims under the Treaty and in respect of relief credits for a period of not less than 20 years. The Supreme Council, when it first approached the League, undertook to request all such Governments to agree to suspension. Seventeen Governments are involved, and all, with the exception of two or three, have agreed to the twenty years proposal.

It is only when the negotiations between the Ambassadors, Council and these Governments have been completed, that the League can fully proceed with its scheme.

2. Questionnaire on Public Finances.

In accordance with the resolution of the Provisional Economic and Financial Committee (approved by the Council) that the League of Nations should compile and publish an annual volume on public finances, the Secretariat circulated on July 1st to the various Governments Members of the League a questionnaire dealing with public finances.

The action taken is also in accordance with a resolution of the International Financial Conference of Brussels, urging that the work already accomplished by the Secretariat, as a preliminary to that Conference, in its comparative study of public finances, should be continued. The Conference recommended that the League should request all its Members, and all the nations represented at the Conference, to furnish regularly not only budget estimates and final budget figures, but also a half-yearly account of actual receipts and expenditure; further, to supply as complete information as possible on the existing system of taxation, and to make any new suggestions considered useful for the financial education of the world's public opinion.

In addition, certain special questions are asked. If the budget for the last financial year is showing an adverse balance, the questionnaire enquires how this balance has been met. Conversely, if a favourable balance has been attained, the questionnaire enquires to what purposes this balance has been allocated.

Particulars are asked of the National Debt at the end of the last financial year in respect both of domestic debt and foreign debt, and Governments are further requested to state, if possible, the amount of debt, both funded and floating, domestic and foreign, falling due before the 1st. January, 1926.

Finally, the questionnaire asks for statements on the amount of loans granted to foreign, colonial and imperial Governments, and the currency in which such loans are repayable.

IV. Political Questions.

1. New Request from Albania.

The President of the Albanian delegation to the Secretariat of the League of Nations, Monsignore Fan S. Noli, has addressed a letter to the Secretary-General asking on behalf of Albania that the following item be inserted for discussion at the next session of the Assembly:—

" The decision adopted by the Council of the League of Nations on June 25th, 1921, in regard to the request of Albania concerning her dispute with Greece and the Serb-Croat-Slovene State."

In its decision of June 25th, the Council expressed the opinion that it was inadvisable to take up the question of the frontier differences between Albania on the one part and Greece and the Serb-Croat-Slovene State on the other, on the grounds that the Ambassadors' Council was already dealing with the matter.

The Albanian request has been complied with and the subject inserted in the Agenda for the next Assembly.

2. The Neutralisation of the Aaland Islands.

Following upon the decision of the Council of the League at its last meeting on the subject of the neutralisation of the Aaland Islands, the Swedish Government has requested the Secretary-General to inform it of the date on which the interested Powers will be invited to appoint their representatives to discuss and conclude a fresh neutralisation agreement. The Swedish Government emphasises the importance which Sweden attaches to the establishment of this agreement with the least possible delay, the question for Sweden being indissolubly linked with that of the sovereignty of the Islands.

The decision of the Council was that an International Agreement should be concluded to replace the Convention of 1856 on the non-fortification and neutralisation of the Islands. This Agreement is to be broader than the Convention, will be signed by all the interested Powers including Sweden, and is to conform in its main lines to the Swedish project of neutralisation of the Islands.

3. Bolivia and Chile.

It was announced in No. 2 of the Monthly Summary, p. 13, that, amongst the things upon which the Assembly would be asked to deliberate was the request for mediation by Bolivia in its dispute with Chile.

The facts should be re-stated in the following way:— The Agenda for the Assembly contains the following paragraphs:—

> " Request of Bolivia, dated November 1st, and December 15th, 1920, for the inclusion in the Agenda of the 1921 session of the Assembly of the Bolivian demand for the application of Article 19 of the Covenant to the Treaty of Peace signed between Bolivia and Chile on October 20th, 1904.
>
> " Chile, in letters dated December 17th, 19th and 28th 1920, has requested that notification should be made of her opposition, by moving the ' previous question , to the proposal of Bolivia to include this item in the Agenda of the Assembly."

V. Administrative Questions.

1. The Saar.

Administrative and Financial Agreements. — An Agreement has been negotiated between the German Government and the Saar Governing Commission for the regulation of a number of administrative and financial questions, which have hitherto given rise to difficulty and dispute. The Agreement was negotiated at Berlin by a delegation of the Governing Commission, which went to Germany on May 26th and sat in conference up to June 3rd. The protocol signed by the plenipotentiaries will be registered with the Secretariat.

The Chairman of the Governing Commission claims that the Commission has consented to important concessions in order to effect an agreed settlement. Under the agreement an independent system of social insurance will be established in the Saar, and pensions due to those disabled in the war and to the heirs of persons killed will be paid in accordance with the scale recently introduced in Germany. It is estimated that the Governing Commission will have to provide in its budget for some 22,000,000 marks in respect of pensions under the above scheme.

The Constitution of the High Court of Justice. — The President of the new High Court of Justice of the Saar has communicated to the Secretary-General a note on the constitution of the Court.

The Court is constituted under paragraph 5 of the Annex to Section 4 of the Treaty of Peace of Versailles in order to hear appeals against decisions rendered by the local tribunals and to eliminate from the Saar the jurisdiction of any tribunals constituted beyond its frontiers. Cases which formerly went upon appeal to Courts sitting at Leipzig, Berlin, Munich, Cologne and Zweibrucken will henceforth be heard by the new Court.

The Court will begin to sit on August 9th, 1921. It is composed of eleven members: three Swiss, two Frenchmen, two natives of the Saar, one Belgian, one Dutchman, one national of Luxemburg, and one national of Czecho-Slovakia.

VI. Social Questions.

1. International Conference on Traffic in Women and Children.

The International Conference on Traffic in Women and Children summoned by the League of Nations under Article 23 of the Covenant met at Geneva from June 30th to July 5th. It held six full sessions, all of which were public.

Thirty-four States were represented and most of the great international associations concerned with social or moral progress and the protection of women and children had been invited to take part. Many of them had sent to the Conference recommendations which were carefully examined, and although the United States had no delegates at the Conference, numerous messages of sympathy with the work were sent from America, and the American Social and Hygiene Association was represented.

The International Office in London for the Suppression of the Traffic sent its general Secretary, Miss Baker, who presented a Report on the work accomplished by the private associations in collaboration with the Governments in their campaign against the traffic.

Among the representatives of States, many delegates or experts were women; one of them, a delegate from Denmark, Miss Henni Forchhammer, was elected Vice-President of the Conference. A woman acted as Secretary-General of the Conference; others sat on the Commissions which drafted the resolutions of the Conference; and among the assessors of the Permanent Consultative Commission for whose creation it was decided to ask, a woman will without doubt be included.

The Conference had to examine the replies sent by the various Governments to the questionnaire on the legislation in different countries for dealing with the traffic in women and children, and the consideration of these replies gave useful information on the present conditions. The valuable effects of the Agreement of 1904 and the Convention of 1910 were noted; all the contracting States, with rare exceptions, had strictly carried out the obligations imposed upon them by these instruments.

Among the other States, a certain number have brought, or are intending to bring, their legislation into harmony with the principles of these international agreements. The view of the Conference was that the agreements contained the principles and essential measures to be applied to the question, and that the application of them, as completely and as generally as possible, would be of such a character as to provide a remedy for the existing situation.

This opinion found expression in a recommendation addressed to the Council of the League to urge upon all Members of the League and the other States which have not ratified the Agreement of May 18th, 1904, and the Convention of May 4th, 1910, or which have not yet adhered to them, the immediate importance of their taking steps either to ratify or adhere.

The Conference also issued a certain number of recommendations for the purpose of completing or reinforcing certain points in the two agreements, such as the recommendation inv ting States which are parties to the Agreements, as well as the States which have not yet adhered to them, to adhere also on behalf of their colonies and dependencies in order to provide for the protection of women and children whatever their race or colour.

Such also was the recommendation inviting Governments to provide in their legislation for the punishment not only of offences but of any attempt to commit offences. It was further recommended that States should take all measures within their power to extradite persons accused of or sentenced for offences under the Convention of 1910.

A number of recommendations were aimed at assuring the protection of women and children travelling alone, not only at points of departure and of arrival, but also during a journey. On this matter the Conference has drawn the attention of the International Commission on Emigration, which is meeting under the auspices of the International Labour Office at Geneva, to the question of the traffic in women and children and to the desirability of framing definite provisions which could eventually be inserted in an international agreement.

Impressed by the consequences which result from individual and collective deportations of women and children on political or military grounds, the Conference decided to ask the League of Nations to intervene with the object of suppressing such practices, which are contrary to the laws of humanity.

The question of the regulation of prostitution was considered. It was declared from various quarters that this question concerned the national legislation in each State, and that it could not be a subject of international regulation. Nevertheless, 17 States pronounced for suppression, whilst 11 voted for the maintenance of regulation; the motion brought forward on this subject was, however, defeated — the necessary two-thirds majority required for by the Rules of Procedure of the Conference not having been obtained.

For the purpose of assuring the continuity and co-ordination of activities, the Conference proposed that all Members of the League and all States which are parties to the Agreements of 1904 and 1910, as well as the international associations for the suppression of the traffic, should address to the Secretariat of the League an Annual Report on the measures taken or contemplated by them to check the traffic. For the same purpose, the Conference proposed to the Council of the League that it should create a Permanent Consultative Commission composed of five or six representatives of States and of three to five assessors as an advisory body to the League in order to advise the Council as to " the general supervision over the execution of agreements with regard to the Traffic in Women and Children, " and also as to all international questions relative to this matter which may be submitted to the Committee for its consideration. This Committee would have no authority or direct power.

The appointment of the members of this Committee would rest with the Council of the League, which should take count, so far as possible, of the general

interests and the geographical distribution of the States represented. One of the members of this Committee should be a representative of France, which has assumed certain obligations in virtue of the Agreements of 1904 and 1910, and which, moreover, will furnish the Secretariat with all the information it has undertaken to collect in pursuance of these Agreements.

With regard to the assessors, they should be chosen from among members of certain great international organisations, such as the International Office for the Suppression of the Traffic, the Jewish Association for the Protection of Girls, the International Catholic Association for the Protection of Girls, the Federation of National Unions for the Protection of Girls, and a Women's International organisation.

The results of the Conference took the form of a " Final Act " which reaffirms all the recommendations and resolutions passed. Without exception, all delegates signed this Act, of which two original copies were prepared, one to be deposited in the archives of the Secretariat and the other to be placed at the disposal of the Council of the League with the recommendation that the Council should send this second original copy to the French Government, which keeps in its archives the Agreement of 1904 and the Convention of 1910. Certified copies are to be sent to all Members of the League and to other States represented at the Conference.

2. The Opium Commission.

The appended statement has been forwarded by the delegate of India on the Opium Advisory Committee with the request that it may be inserted in the *Montly Summary*:—

In the *Monthly Summary* for June, an account was given of the work of the Committee on the Traffic in Opium. It appears desirable to amplify that account, in order to correct certain impressions which its necessarily condensed form may have led to. In the first place, it should be explained that the Hague Convention, while requiring the Contracting Powers to take measures to limit the use of morphia, cocaine, and the other drugs mentioned in Chap. III of the Convention " to medical and legitimate purposes ", imposes no similar restriction in the case of " raw opium " and " prepared opium ", as defined in the Convention. As regards the former, the Convention requires production and distribution to be controlled, and export to be prohibited or regulated; as regards the latter, " gradual and effective suppression of the manufacture of, internal trade in, and use of " the drug is prescribed. The recommendations of the Committee were in accordance with these requirements.

2. While the war interrupted the process of effectuation of the Convention, the various Peace Treaties, on the other hand, accelerated ma kedly the work of attaining its general and practically effec ive, app ication. In certain countries also, special war legislation enabled a closer control to be exercised over the drug traffic than would normally have been possible.

3. The discussions which took place during the Committee s sessions made it clear that the rapid growth of poppy cultivation in China was due primarily to the internal dissensions there, which prevented the Central Government from making their declared policy of suppression effective. The conventions that China had at one time completely cleared herself of opium, and that she was thereafter submerged by enormous quantities of opium smuggled in from abroad, were not unanimously accepted by the Committee.

3. Conference on Russian Refugees.

The Secretary-General has addressed a letter to all Members of the League of Nations, requesting them to inform him whether they wish to be represented at the Conference which the Council at its last meeting decided to summon for the examination of the different questions regarding the residence of Russian refugees in various European countries. The object of this Conference, which will be composed of officials especially concerned with following the question in the different interested countries, is to organise as soon as possible the high commissariat which is to be charged with the co-ordination of the efforts now being made either by Governments or private associations.

VII. Official Journal, 2nd Year, No. 4.

No. 4 of the 2nd year of the *Official Journal* of the League was issued towards the end of the month. It contains detailed information upon a variety of subjects, including the replies from different Governments to the recommendation of the Assembly of the League regarding the limitation of national expenditure on armaments.

It also contains replies from Governments to the questionnaire on the subject of traffic in women and children, and the list of the staff of the Secretariat of the League and of the International Labour Office, published in accordance with an Assembly resolution.

VIII. Calendar of Events.

August	2	International Emigration Commission, Geneva.
»	25 (abt.)	Meeting of the Council, Geneva.
»	29	Economic Committee of the League, Geneva.
»	29	Financial Committee of the League, Geneva.
August		Blockade Commission of the League.
September	1	Temporary Mixed Commission on the Reduction of Armaments, Geneva.
»	1 (abt.)	Committee on Amendments to the Covenant, Geneva.
»	1 (abt.)	Provisional Health Organisation of the League, Geneva.
»	5	2nd Assembly of the League of Nations, Geneva.

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MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

No 5. —— **Information Section of the**
SEPTEMBER 1st 1921 **League of Nations, Geneva**

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I. Summary of the Month.

Two events of great importance to the League of Nations took place during the month of August:

1. The Supreme Council of the Allied and Associated Powers invited the Council of the League to indicate the solution which it recommends as to the delimitation of the frontier in Upper Silesia, agreeing unanimously to accept whatever decision the League Council may make. The Council came together on August 29th in extraordinary session at Geneva, with Viscount Ishii of Japan as President and Rapporteur, and at once notified the Supreme Council that it would accept the task.

2. The immediate creation of the Permanent Court of International Justice was assured when the number of ratifications of the Protocol reached 27, or two more than needed. Already, 34 National Groups have nominated over 90 candidates for judges, from amongst whom the Assembly and the Council, in the session beginning September 5th, will select 11 judges and 4 deputy-judges.

At the same time, the regular work of the League was advanced in many fields. Invitations were issued to the States especially interested to attend a Conference on the neutralisation of the Aaland Islands as an essential part of the decision of the last meeting of the Council that the sovereignty over these Islands should remain with Finland, but that their Swedish character and nationality should be safeguarded. The attempt to settle the Vilna dispute between Poland and Lithuania was continued under the presidency of M. Hymans, delegates of both countries arriving at Geneva towards the end of the month. During the month, also, Albania appealed to the Council to safeguard peace between herself and the Serb-Croat-Slovene State, which it felt had been menaced by certain events which have recently taken place in Northern Albania.

Several important conferences were held during the month and others made ready for the beginning of the next month. The pitiable condition of some 800,000 Russian refugees scattered about in various European countries was gone into at a Conference which laid down general recommendations for the aid of the High Commissioner. The Provisional Health Committee met at Geneva, worked out

questions of organisation, and considered certain important health problems such as the campaign against typhus in Poland, and the advisability of sending a Medical Commission to investigate the cholera epidemic in Russia. The Commission on the Economic Blockade also met to prepare its report to the coming Assembly, and preparations were made for the meeting in the first days of September of the Financial Commission, the Economic Commission, the Amendments Commission, and the three sub-committees of the Commission on the Reduction of Armaments. So, also, the last details for the meeting of the Second Assembly were completed, and several new items put on the agenda, including the requests for admission to the League of Latvia, Esthonia, and Lithuania.

A number of important outstanding questions as regards the Free City of Danzig were settled by negotiation, between the parties concerned, and the Eighth Report on the administration of the Saar Valley was received and distributed. The question of the suppression of the traffic in women and children was advanced by action of the British member of the Council in proposing that the recommendations of the last Conference be made into a Draft Convention; arrangements for the suppression of the traffic in opium were carried ahead by further execution of the decisions of the recent Commission; and requests were sent to all States Members of the League to ratify the recommendations of the Barcelona Conference on Freedom of Communications and Transit as soon as possible.

II. Organisation of the League.

I. The Council.

(a) *Extraordinary Session — Upper Silesia.*

On August 12th, M. Briand, as President of the Supreme Council of the Allied and Associated Powers, referred the question of the delimitation of the frontier in Upper Silesia to the League of Nations through the following letter addressed to Viscount Ishii, President of the Council of the League:

"Your Excellency,

"At its meeting in Paris on August 12th, 1921, the Supreme Council adopted the following resolution:—

> "The Supreme Council, before rendering its decision on the frontier to be fixed between Germany and Poland in Upper Silesia in accordance with Article 88 of the Treaty of Versailles, decides, in pursuance of Article 11, paragraph 2, of the Covenant of the League of Nations, to submit to the Council of the League the difficulties attending the fixing of this frontier and to invite the Council to indicate to them the solution which it recommends as to the delimitation of the frontier which the Principal Allied and Associated Powers should adopt.
>
> "In view of the situation in Upper Silesia, the Council of the League is requested to treat the matter as one of the utmost urgency.

"In forwarding the text of this resolution to Your Excellency, I have the honour, on behalf of the Allied Powers represented on the Supreme Council, to emphasise the importance which they attach to a prompt consideration of this question by the Council of the League of Nations."

Viscount Ishii, summed an extraordinary session of the Council at Geneva on August 29th. In accordance with the procedure of the Council, he asked M. Quiñones de León, Spanish representative on the Council, to accept the functions of Rapporteur, but as the latter found it impossible to accept, he himself undertook the task. At the same time, he sent a reply to M. Briand, which, after reference to M. Briand's letter, continued as follows:—

> "Although I have not yet been able to consult my colleagues on the Council as to whether they were ready to accept the invitation contained in

this resolution, I firmly believe that, in view of the text and the spirit of the Covenant, they will be prepared to assume this task.

« This conviction is strengthened by the fact that the Supreme Council has announced its intention to do all in its power to prevent any trouble arising in Upper Silesia which might embarrass the deliberations of the Council.

« I have learnt from the discussion on this subject, which took place at the meeting of the Supreme Council, that this question has been referred, without reserve or restriction, for consideration to the Council of the League of Nations, and that the Council has consequently complete liberty to deal with it as it may consider advisable.

« I am convinced that during the deliberations of the Council all the Governments represented on the Supreme Council will refrain from any action which may infringe this liberty or prejudice an impartial consideration of this question by the Council of the League.

« Under these circumstances, I firmly hope that the Council will not only accept the invitation contained in the resolution of the Supreme Council, but that it will also submit in the near future a recommendation unanimously adopted by all the Members of the Council.

« As the last paragraph of the resolution of the Supreme Council requests the Council of the League of Nations to treat the matter as of the utmost urgency, I have accordingly summoned the Council to an extraordinary meeting at Geneva for August 29th.

The terms of this resolution indicated that my colleagues on the Council of the League and myself will receive a dossier from the Supreme Council concerning the difficulties arising from the delimitation of the frontier in Upper Silesia. It is unnecessary for me to express how happy we shall be to receive these documents and, if necessary, an historical statement, with as little delay as possible, before August 29th. »

On August 29th, the Council met in extraordinary session; it was composed as follows: Viscount Ishii (Japan), President; M. Hymans (Belgium); M. Da Cunha (Brazil); Mr. Wellington Koo (China); M. Quinones de León (Spain); M. Léon Bourgeois (France); Mr. A. J. Balfour (Great Britain); the Marquis Imperiali (Italy).

Viscount Ishii first read a detailed report on the negotiations which had led to the question being brought before the League and gave the outstanding facts of the situation. This report stated that M. Briand in a subsequent letter, dated August 24th, had declared that the Supreme Council, on August 12th, had agreed that each of the Governments represented having, in the course of the discussion, solemnly undertaken to accept the solution recommended by the Council of the League of Nations..." The rapporteur added: "It is not only the right, but also the duty, of the Council to accept the rôle which, in the spirit of the Covenant, it had been asked to assume and in the fulfilment of which its liberty of action and authority would be fully guaranteed."

Viscount Ishii further stated that, in accordance with Article 88 and Annex, and Article 90 of the Treaty of Peace, what the authors of the Treaty desired was the determination of a frontier, no particular line being either prescribed or excluded in advance. The plebiscite showed that, taking Upper Silesia as a whole, in certain districts towards the north and west, where the agricultural population is predominant, a great majority of the communes voted for Germany. In other districts, towards the south, where the inhabitants are chiefly of the agricultural and mining classes, the vote of the population was largely in favour of Poland. In an extensive territory in the centre and east, the voting was of a very confused character. Here are to be found the metallurgical and chemical works and important deposits of coal, zinc, and iron. The majority of the communes voted for Poland, although in the big towns large majorities were recorded for Germany. These towns are surrounded by the communes, where the majority had voted for Poland. It was to be noted that, although in a sense they form a network of their own, they are partly dependent for essential raw materials on outside districts. They are situated near the extreme Eastern limit of Upper Silesia, geographically distant from the

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bulk of the communes, where the majority had voted for Germany, although the districts which separate them from these communes are not thickly populated.

Viscount Ishii declared that his object in singling out these facts was simply to draw attention to the special political and economic difficulties in the different districts of Upper Silesia. He stated that the Council should not concentrate its attention on any one of these districts apart from the others, since the problem of Upper Silesia was laid before it as a whole and in all its bearings. He concluded that the Council should first decide whether it would accept the task which the Supreme Council had asked it to undertake, and if it did accept, it must determine the procedure which it considered most likely to achieve the desired end.

The Council agreed upon publication of the report and authorised Viscount Ishii to accept the task entrusted to it by the Supreme Council. Consequently, Viscount Ishii wrote a letter to M. Briand, which concluded as follows:

> " The Council of the League of Nations has to-day met and has had before it the text of my letter of August 19th. It has requested me to inform you in its name that it associates itself fully with the terms of that letter and that it accepts the invitation of the Supreme Council. "

At the same time, the Council authorised a communication to the Press concerning the reports published in certain newspapers that the representatives of Poland and Germany would be summoned by the Council to take part in the discussion, citing as precedents the presence of representatives of Poland and Lithuania in the debates on Vilna, and of Swedish and Finnish representatives in the debates on the Aaland Islands.

The communication pointed out that the Council would not fail to consider whether, when and in what form the representatives of Germany and Poland should be permitted to present their observations. But it was held there was no analogy between the question of Upper Silesia and the Aaland Islands and Vilna disputes. In this particular case, the Council of the League had been called upon by the Supreme Council to determine the frontier in Upper Silesia, and to make a recommendation to the Supreme Council on the application of one of the clauses of the Treaty of Versailles. So far as the Council of the League is concerned, there is no Polish-German conflict, nor are there any parties to the dispute.

During this preliminary meeting, the documents which had been brought together during the investigation of the Upper Silesian problem by the Supreme Council were distributed among the Members of the League Council, and the next meeting was fixed for September 1st.

(b) *Ordinary Session.*

On August 30th, the Council of the League of Nations held the first sitting of its fourteenth ordinary session, with Dr. Wellington Koo, Chinese Minister in London, as President. In the course of this sitting, the Council began to deal with the various questions figuring on its Agenda:

1. *The Governing Commission of the Saar Basin.* — The Council renewed, for a period of one year, dating from September 20th, 1921, the powers of Dr. Hector, of Saarlouis, as the Saar member of the Governing Commission of the Saar Basin. Dr. Hector was appointed by the Council for one year, on September 20th, 1920, after the resignation of M. von Boch, the first Saar member of the Governing Commission.

Furthermore, the Council confirmed the appointment of M. Lambert, member of the Governing Commission of the Saar Basin, as provisional acting President of the Commission, in place of M. Rault, during M. Rault's holiday of a few weeks.

The appointment of M. Morize, Secretary-General of the Governing Commission of the Saar Basin, was also confirmed, as provisional substitute for M. Rault, in the latter's capacity of French member of the Commission, and for the same period.

2. *Protection of Minorities.* — According to Article 60 of the Peace Treaty between the Allied and Associated Powers and Hungary, the latter agrees that in so far as the stipulations of Articles 54 and 59 of the Treaty affect persons belonging to racial, religious or linguistic minorities, these stipulations constitute obligations of international interest, and will be put under the guarantee of the League.

After hearing a report on the subject by Mr. Balfour, representative of Great Britain, the Council passed a resolution agreeing to accept this guarantee.

Similar stipulations are contained in Article 1 and 2 of the Treaty signed at Paris on December 9th, 1919, between the Principal Allied and Associated Powers and Roumania. They also were placed under the guarantee of the League.

3. *Article 18 of the Covenant.* — On the report of the Marquis Imperiali, the Council decided to transmit to the Assembly the report drawn up by the Commission entrusted with the study of the legal scope of Article 18 of the Covenant for the registration of treaties.

4. *Demands for admission to the League.* — As a consequence of the demands for admission into the League submitted by Esthonia, Latvia, and Lithuania, the Council requested the Permanent Commission on Naval, Military and Air Armaments to study, in accordance with Article 1 of the Covenant, the position of these States as regards the provisions of the Covenant in matters concerning naval, military and air forces and armaments.

Examination of the other questions on the Agenda of the fourteenth Session of the Council was set for the second sitting on September 2nd.

2. The Permanent Court of International Justice.

The definite creation of the Permanent Court of International Justice at the forthcoming Assembly of the League was assured during the month of August, when the total number of States ratifying the Statute reached the figure of 27. During the month, Belgium, Bulgaria, France, Norway, Poland, Roumania, the Serb-Croat-Slovene State and Spain deposited their ratifications at the Secretariat, and official communications were received from six other States, namely, Brazil, Greece, Japan, Haiti, Siam and Uruguay, to the effect that the ratification of the Protocol had taken place and that the instruments of ratification were en route for Geneva.

The 14 new ratifications added to the 13 already deposited brings the total number to 27. Thus the condition considered essential to the erection of the Court, namely ratification by the majority of the States Members of the League, has been fulfilled.

The following 21 States have deposited their ratifications in addition to the six named above, whose ratifications are on the way to Geneva:

Albania	New Zealand
Australia	Norway
Austria	Poland
Belgium	Roumania
Bulgaria	Serb-Croat-Slovene State
Canada	South Africa
Denmark	Spain
France	Sweden
Holland	Switzerland
India	United Kingdom
Italy	

The following States have not only completed their ratifications, but have also adhered to the clouse for obligatory adjudication:

Bulgaria	Sweden
Denmark	Switzerland
Holland	Uruguay

Moreover the following states have signed the clause for obligatory adjudication ; bnt have not yet ratified the Court-protocol :

Costa Rica	Luxemburg
Finland	Portugal
Liberia	San Salvador.

The nominations of candidates for judgeships by the different national groups of the Hague Court of Arbitral Justice is rapidly taking place. Thirty-four groups belonging to the following nations have already made known their choice:

Austria	Holland
Belgium	India
Bolivia	Italy
Brazil	Japan
Bulgaria	Norway
Canada	Panama
Chili	Persia
China	Poland
Cuba	Portugal
Czecho-Slovakia	Roumania
Denmark	Serb-Croat-Slovene State
Finland	Siam
France	South Africa
Great Britain	Spain
Greece	Sweden
Guatelama	Switzerland
Haiti	Venezuela

Altogether they have nominated the following candidates:—

Names	Country of origin
M. Ador	Switzerland
M. Alfaro	Panama
M. Alvares,	Chile
M. Altamira	Spain
M. Amir Ali	India
M. André	France
M. Anzilotti	Italy
M. Barbosa	Brazil
M. Batle y Ordonez	Uruguay
M. Beichman	Norway
M. Bonamy	Haiti
Mr. Borden	Canada
M. Bourgeois	France
M. Borno	Haiti
M. Bevilacqua	Brazil
M. Borel	Switzerland
M. Bustamente	
M. Bustilos	
M. Daneff	Bulgaria
M. R. S. Das	India
M. Descamps	Belgium
Mr. Doherty	Canada
M. Dupuis	France
M. Erich	Finland
M. Fadenheht	Bulgaria
M. Fauchille	France

Names	Country of origine
Lord Finlay	Great Britain
M. Friis	Denmark
M. Fromageot	France
M. Godlyn	
M. Gonsalez	Argentine
M. Gram	Norway
M. Halban	Poland
M. Hammarskjöld	Sweden
M. Hansson	Norway
M. Hassan Khan	Persia
M. Hontoria	Spain
M. Huber	Switzerland
M. Hymans	Belgium
M. Jaurégui	
M. Jovanovitch	Jugo-Slavia
M. Kadletz	
M. Klein	Austria
M. Kramarcz	Czecho-Slovakia
M. Lange	Norway
M. Lapradelle	France
M. Larnaude	France
M. Liang-Chi-Chao	China
M. Loder	Holland
M. Marks von Würtemberg	Sweden
M. Mastny	Czecho-Slovakia
M. Mencos	
M. Mohammed Ali Khan	Persia
Hon. John Basset Moore	U.S.A.
M. Morales	Panama
M. Negulesco	Roumania
M. Nugornkitch	Siam
M. Nyholm	Denmark
M. Octavio	Brazil
M. Oda, Yorozu	Japan
M. Hermann Otavsky	Czecho-Slovakia
Lord Phillimore	Great Britain
M. Piola Caselli	Italy
M. Pirom	Siam
M. Poincaré	France
M. Politis	Greece
Mr. Pound	U.S.A.
M. Ramniceano	Roumania
M. Ribeiro	Portugal
Sir H. Erle Richards	Great Britain
Mr. Root	U.S.A.
M. Rougier	Switzerland
M. Rostworowski	Poland
M. Salazar	Portugal
M. Schlyter	Sweden
M. Schumacher	Austria
Mr. J. Brown Scott	U.S.A.
M. Sivaswami Aiyar	India
M. Soares	Portugal
M. Streit	Greece
M. Struycken	Holland
M. Tybjerg	Denmark

Names.	Country of Origin.
M. VALLADARES	
M. VILLAZON	
M. WANG-CHUNG-HUI	China
M. WEISS	France
Mr. WESSELS	South Africa
M. WILLIAM WALLACH	
M. WREDE	Finland
M. ZEBALLOS	Argentine
M. ZOLGER	Serb-Croat-Slovene State

It may be recalled that the Assembly and the Council are to proceed independently to the selection, first of the eleven judges and then of the four deputy-judges.

The Court Statute provides that at every election the electors shall bear in mind that the persons called on to take part in the Court should represent the main forms of civilisation and the principal legal systems of the world. As for the election itself, those candidates who obtain an absolute majority of votes in the Assembly and the Council shall be considered as elected. In the event of more than one candidate of the same nationality being elected by the votes of both the Assembly and the Council, the elder of these only shall be considered as elected.

If, after the first ballot, one or more seats remain to be filled, a second and, if necessary, a third sitting shall take place. If, after the third sitting, one or more seats remain unfilled, a joint conference, consisting of six members, three appointed by the Assembly and three by the Council, may be formed at any time, at the request of either the Assembly or the Council, for the purpose of choosing one name for each seat still vacant, to submit to the Assembly and the Council for their respective acceptance.

If the Committee is unanimously agreed upon any person who fulfils the required conditions he may be included in its list, even though he was not included in the list of nominations made according to Articles 4 and 5. If the Joint Conference is not successful in procuring an election, those members of the Court who have already been appointed shall, within a time limit to be arranged by the Council, proceed to fill the vacant seats by selection from amongst those candidates who have obtained votes either in the Assembly or in the Council. In the event of an equality of votes amongst the judges, the eldest judge shall have a casting vote.

3. THE ASSEMBLY.

Final arrangements for the Second Assembly, which opens on September 5th, were practically completed during August. In addition to the programme noted in last month's *Summary*, two new items and three requests for admission were added to the Assembly Agenda during the month.

Poland requested the inclusion of an item in the Assembly agenda, making suggestions about the appointment of League personnel. Holland, in a letter summarising the discussions already held through the League on the question of the regulation of international statistics, has proposed that this question also be placed on the Agenda of the Assembly.

Esthonia, Latvia and Lithuania, during August, renewed their requests for admission to the League, and their applications will be discussed by the Assembly. Last year, the Assembly voted that while it would not admit these States to membership in the League, it was desirable that, pending a further decision of the Assembly, they should, if they so requested, be treated on the same footing as States Members of the League as regards their participation in the work of the League's Technical Organisations. Esthonia and Latvia were consequently both represented at the Conference, held at Barcelona in March, 1921, on the freedom of Communications and Transit, an Esthonian representative being elected to the Technical and Advisory Committee.

4. The Blockade Committee.

The Committee on the Economic Blockade, appointed by the Council at the request of the Assembly, met at Geneva on August 22nd to consider the questions arising from Article 16 of the Covenant by which States Members of the League agree to impose an economic blockade on any other State Member of the League which may have gone to war without having had due recourse to arbitration or conciliation. The membership of the Committee was as follows:

Dr. Aguero y Bethancourt	Cuba
Sir William Finlay	Great Britain
M. Pablo Garnica	Spain
M. Jean Gout	France
M. Max Huber	Switzerland
M. Carlo Schanzer	Italy
Dr. Minoru Oka	Japan
Vice-Admiral Christian Sparre	Norway.

The Committee held nine sessions between August 22nd and 28th, with Señor Garnica, President, and Vice-Admiral Sparre, as Vice-President. It unanimously adopted a report, which will be submitted to the Council and to the Assembly and which deals with the subject under the following headings:—

1. In what circumstances is a blockade to take place?
2. With whom does the right remain to decide whether it shall take place?
3. At what moment and by whom shall it be applied?
4. How is it to be applied?

The report is of a general character, as the Committee considered that points of detail could only be dealt with in concrete cases. It considers all the points raised in the report adopted by the First Assembly and in the preparatory documents drawn up by the Secretariat and, in general, recommends the procedure to be followed for the application of the economic weapon. In case of enforcement, the Committee suggests that the Council might be assisted by a Technical Committee consisting of members of the present Blockade Committee, Economic Committee, and the Military, Naval and Air Commission.

It was also felt that Article 16 might well be redrafted in order to bring it into conformity with the exigencies of a reasonable interpretation. Draft amendments were therefore proposed on two different points:

First, the method of considering unanimity within the Council when it has to take a decision as to the economic blockade, *i. e.*, whether, for instance, if a Covenant-breaking State should be a Member of the Council, its adverse vote should be considered as destroying unanimity, and second, the exemptions to be granted in specific cases from the application of the blockade, as suggested by certain proposed amendments to the Covenant. It is probable that these suggested amendments will be referred to the Committee on Amendments to the Covenant.

5. The Provisional Health Organisation.

The Provisional Health Committee met at Geneva from August 25th to 29th to make recommendation, to the Council with regard, first to its own organisation, and second, certain pressing problems of international health. The composition of the Committee was as follows: —

Prof. Bernard, Professor of Hygiene, University of Paris.
Dr. Buchanan, Senior Medical Officer, British Ministry of Health, London.
Prof. Calmette, Institut Pasteur, Paris.

Dr. CAROZZI, Medical Director, International Labour Bureau.
Dr. CARRIERE, Director General, Swiss Public Health Service.
SIR Havelok CHARLES, President of the Medical Board for India.
Dr. CHODZKO, Minister of Health, Poland.
Dr. LUTRARIO, Director-General, Italian Public Health Service.
Dr. MADSEN, Director of the State Institute of Serotherapy, Copenhagen.
Dr. MIYAJAMA, Kitasato Institute for Infections Diseases, Tokio.
Dr. PULIDO, President of the Royal Council of Public Health, Spain.
M. O. VELGHE, Director-General of the Belgian Public Health Service.
Prof. WINSLOW, Medical Director, League of Red Cross Societies.

The first question before the Committee was as to what action should be taken in view of the fact that the Office international d'Hygiene publique, which it had been expected would become the technical basis of the Health Organisation of the League, had been prevented from so becoming by the failure of unanimity through the adverse vote of the United States, a member of that organisation. The Committee was unanimously of the opinion that, although formal amalgamation was thus rendered impossible, nevertheless, the most intimate co-operation could take place, as was indeed testified to by Dr. Velghe, President of the Office international d'Hygiene publique, who is also a member of the Health Committee of the League. The Committee decided that the respective functions of itself and the Office international should be defined by experience rather than by principle, but that, in a general way, the Office would be more useful in a deliberating capacity, and the Health Committee as a smaller body and meeting more frequently, would be more useful in an executive capacity. The Committee therefore went on with the recommendations laid down by the First Assembly, working out its organisation in a somewhat different, but perhaps more elastic, way than laid down in the Assembly resolution.

The aims of the Technical Organisation thus devised were defined as follows:

(*a*) To advise the League of Nations in matters affecting health.

(*b*) To bring administrative health authorities in different countries into closer relationship with each other.

(*c*) To organise means of more rapid interchange of information on matters where immediate precaution against disease may be required (*e. g.*, epidemics), and to simplify methods for acting rapidly on such information where it affects more than one country.

(*d*) To promote the conclusion of international agreements necessary for administrative action in matters of health, and their revision when circumstances require, and to collect information as to action taken to give effect to such agreements.

(*e*) To co-operate with the International Labour Office in matters affecting Labour and Health.

(*f*) To confer and cooperate with international Red Cross Societies and other similar societies under the provisions of Article 25 of the Covenant.

(g) To advise, when requested, other voluntary organisations in health matters of international concern.

(*h*) To organise missions in connection with matters of health.

Having thus defined its general constitution, the Committee considered several points of actual work. The first was its relations, the Epidemics Commission which was created last year in order to cope with the grave menace to Europe arising from the epidemic of typhus in Poland. Dr. Norman White of the Epidemic Commission presented a report showing that, because of the close co-operation of this Commission with the Health authorities of Poland, the epidemic had been practically conquered, and the general sanitary state of Poland had considerably improved. Dr. White thought that in these conditions it might

have been possible to wind up the work of the Commission, were it not for the dangerous state of Russia, where an epidemic of cholera is spreading. In a report to the Council, Dr. White showed that national contributions of £127,000 had been received and £117,000 spent, but that subscriptions promised by Germany, Spain, France, Honduras, the Netherlands and Uruguay had not yet been paid in In the absence of any accurate information on the real state of affairs in Russia, Dr. White suggested that the Health Committee should organise an enquiry and his suggestion was unanimously adopted by the Committee, as was also the proposal that the Epidemic Commision should be brought into a permanent organic relationship with the Health Committee. The matter of the collecting and distributing of information as to the health situation of the world was also discussed, and the opinion was unanimously expressed that the need for an effective international means of rapid interchange and transmission of information connected with infectious and epidemic diseases was urgent. It was unanimously decided that a service of epidemiological intelligence and public health statistics should be organised forthwith, and that a careful and detailed study should be made of the methods to be adopted in the collection and distribution of epidemiological information, with a view to a report being submitted to the Committee as soon as possible.

Another question dealt with was the study of the regulation of opium consumption in the world. The Committee, at the request of the Opium Commission, decided to entrust to several of its members the carrying on of special enquiries in their respective nations, with a view to ascertaining whether the fixation of the normal consumption of opium for legitimate purposes is possible for every nation.

6. The Barcelona Conventions.

In accordance with a request made by the Advisons Committee, on Communications and Transit at its first meeting held in July, the President of the Council of the League of Nations has drawn the attention of the Governments represented at the Barcelona Conference which have not yet signed the Conventions drawn up by that Conference to the importance of signing these Conventions as quickly as possible, and of giving full powers in this respect to one of their delegates to the Assembly of the League. The period during which the Conventions may be signed expires on December 1st, 1921.

7. Greek Section of the League.

In accordance with the principle adopted by a number of nations of creating liaison offices in their respective Capitals for the purpose of co-ordinating and unifying the relations of the various branches of their Government with the League, Greece has just created a Liaison Bureau at Athens. The Greek Constituent Assembly has voted a Bill creating, in connection with the Ministry of Foreign Affairs, a special League of Nations Bureau, under the direction of a Council presided over by the Minister of Foreign Affairs. Dependent on this Bureau will be the Permanent Greek Secretariat accredited to the League which has been functioning at Geneva since January 1st, and the Bureau which has just been created in connection with the Greek Legation at Paris. The Council sitting at Athens will be assisted by a Commission entrusted with studying from the juridical and political point of view all questions arising in connection with the League.

Moreover, the Minister of the Interior, in a circular letter sent to all the communes of Greece, recommended all teachers, lawyers and, in general, all leaders of thought, to enrol as members of the Greek Association for the League of Nations, and insisted on the necessity of strengthening that Association in its efforts to support the humanitarian ideal of the League in Greece.

III. Economic and Financial Questions.

1. Financial Committee.

The Financial Committee of the League began its meeting in Geneva on the last day of the month. The Agenda contained a large number of subjects, including reports on the progress and general development of the Committee's scheme for the financial restoration of Austria and on the Ter Meulen International Credits Scheme, as well as a request from the Council to consider the financial position of the Free City of Danzig.

The Committee's programme for the rehabilitation of Austria was studied during the month by the Supreme Council of the Allied and Associated Powers at their meeting at Paris, and the following resolution adopted:

> " The Supreme Council, having taken into consideration the financial measures required for the relief of Austria notes that the execution of these measures only awaits the assent of certain Governments to the proposed suspension of the liens based on its decision of March 17th and already accepted by almost all the interested Governments. The Supreme Council, recognising the pressing needs of Austria and the efforts already made by the Austrian Government, expresses its full confidence that the assistance awaited by Austria will be furnished her with the least possible delay. The Supreme Council expresses the hope that the Governments of the United States of America, Serbia and Roumania will take into consideration the imperative urgency of so vital a solution and give their adherence, of which the delay alone impedes the realisation of the unanimous intentions of the Powers and on which depend the re-establishment of the equilibrium of Europe and the very life of Austria. "

2. " Monthly Bulletin of Statistics ".

In accordance with the recommendation of the Economic and Finance Committee adopted by the Council in December last, the *Bulletin of Statistics* previously published under the auspices of the Supreme Economic Council has now been taken over by the League of Nations. The first number of this Bulletin appeared on August 15th.

Steps have been taken to obtain an official verification of all the figures quoted from the Governments of the various States concerned and arrangements are being made for the regular supply of the necessary data to the Secretariat month by month.

The Bulletin is intended primarily to register industrial and commercial fluctuations and only such figures have been selected as are considered to constitute reliable indices. Owing to the economic changes which have resulted from the war, certain indices which were normally quoted before the war, as for instance the figures of marriage rates, have lost the irvalidity, whereas others, previously of minor interest for most countries, as for instance rates of exchange, have now become of first-class importance.

The first issue published by the League (vol. II No. 7) contains in a clear tabular form yearly figures from 1913 to 1920 and monthly figures from June, 1920, to June 1921 on the following subjects:

Table 1 Production of Coal and Lignite in 9 different countries.
» 2 Production of Pig Iron in 7 countries.
» 3 Production of Crude Steel in 7 countries.
» 4 Shipbuilding in 11 countries.
» 5 & 6 Imports and Exports (special trade), values given in domestic currency, for 23 countries.
» 7 & 8 Imports and Exports (special trade), by weight, for 10 countries

Table 9 Movement of Shipping for 10 countries.
» 10 Index Numbers of Wholesale Prices (original data and percentage of 1913) from 22 sources.
» 11 Index numbers of retail prices:
(a) Cost of living in 15 countries or cities.
(b) Prices of food in 21 countries or cities.
» 12 Gold and certain silver reserves for 26 different countries.
» 13 Notes in circulation in 28 countries.
» 14 Value of Gold, represented by the percentage which cost of dollar is of its cost at par, for 28 countries.
» 15 Bank rates of discount for 24 countries.
» 16 Savings Banks deposits for 6 countries.
» 17 Capital issues in 9 countries.
» 18 Number of Bankruptcies in 7 countries.
» 19 Percentage of unemployed among workers' organisations in 10 countries.

In order to maintain the continuity of the tables with the former *Bulletin*, the statistics for the first five months of 1920 have been added for the new tables and for those subjects in which there has been any modification of the figures for the subsequent months or any alteration in the method of presentation.

In the inside of the cover is given a reciprocal table showing the parities of the currencies of 38 different countries, which should prove of very real value to those whose work involves the conversion of figures from one currency to another.

As most of the figures published have been or will be obtained from the various Governments by means of questionnaires, the information published in the *Bulletin* presents a high degree of reliability, and it is therefore hoped that the *Bulletin* will render useful service to Governments and officials, banks and other institutions, and to economists, statisticians, sociologists and editors. Copies are obtainable from the authorised agents for League publications (price of the single copy, Swiss francs, 1.50 ; annual subscription: Swiss francs 18.).

IV. Political Questions.

1. The Polish-Lithuanian Dispute.

In its meeting of June 28th, the Council of the League of Nations unanimously adopted a resolution approving the draft agreement drawn up M. Hymans, and requested the Polish and Lithuanian Governments to resume on July 15th at Brussels the negotiations that were suspended at the beginning of June. (See the July number of the *Monthly Summary*).

On July 15th, the Polish Government gave notice that it accepted the Council's recommendation, but with certain reservations. The Polish units serving in General Zeligowski's army would be recalled to Poland. As to the Council's demand concerning the reduction of the forces which would remain under General Zeligowski's orders after this combing out of Polish elements had been effected and the forces had been reorganised as a local militia, the Polish Government declared they would confine themselves to submitting these demands to General Zeligowski.

On July 24th, the Lithuanian Government in its turn communicated its reply. It did not consider itself able to carry out the recommendations of the Council. The proposal for the provisional organisation of the territory of Vilna while waiting for the outcome of the negotiations with Poland did not seem to the Lithuanian Government to offer sufficient guarantees; nor did it consider that it could follow the Council's suggestions concerning the distribution and reduction of its troops, and finally it refused to make any agreement dependent upon obtaining the consent of the local Diet at Vilna. It therefore requested the Council simply to apply the Convention of Suwalki, concluded with Poland in October, 1920, at a time when the Council had not yet had occasion to contemplate either the idea of a plebiscite or of negotia-

tions under the Presidency of one its members. The Lithuanian reply, however, added that Lithuania wished to renew direct negotiation with Poland in order to " seek to re-establish violated Justice ".

On the 28th of last July, M. Hymans addressed a reply in the name of the Council to the two Governments. He considered that he would be failing in the trust that the Council had laid upon him if he did not try once more to bring the delegations of the two countries together and to appeal to their political wisdom to find a solution of the conflict. Consequently, he asked each of them to send delegates to Geneva for August 25th, in order to meet the Delegates of the other party, and to seek to learn whether it would not be possible to find some common ground between the two countries on the questions that divide them.

As a consequence of these notes, the two interested countries announced that they would send Delegates to Geneva, and on August 27th the *pourparlers* were resumed.

2. The Aaland Islands.

A letter of invitation to the Conference for the neutralisation of the Aaland Islands was sent out by the Secretary General to the interested Powers during the month of August.

The only modification made to the list submitted by Sweden of powers which should be invited to the Conference was proposed by Great Britain, which suggested the addition of Esthonia and Latvia. The invitation was consequently addressed to the following:

Germany, Denmark, Esthonia, Finland, France, Great Britain, Italy, Latvia, Poland, and Sweden.

All there Powers have intimated their intention of participating in the Conference.

3. Albania.

The Government of Albania as a State Member of the League has requested, in virtue of Article 11 of the Covenant, the intervention of the Council to safeguard peace between herself and the Serb-Croat-Slovene State, which it feels has been menaced by certain events which have recently taken place in Northern Albania.

In accordance with the provisions of the Covenant, the President of the Council decided that the question should be placed on the Agenda for the next session of the Council at Geneva on Septembre 1, and the two Governments have been invited to send representatives to take part in the deliberations.

4. The Federation of Central America.

The Legation of El Salvador at Paris has recently notified the League that the Treaty for the formation of the Federation of Central America, signed at San José de Costa Rica on 19th January, 1921, has been adhered to by the Republics of El Salvador, Guatemala, and Honduras, but that the legislature of the Republic of Costa Rica has refused to adhere to it. On July 20th the three delegates of El Salvador, Guatemala, and Honduras were to hold a reunion at Tegucigalpa, where the National Assembly was to promulgate the Constitution of the new political union.

The text of this agreement was submitted to the League for registration some time ago by El Salvador. It provides, in general, for a new " sovereign and independent nation " to be called " the Federation of Central America ". Each State is to maintain its autonomy and independence with regard to internal affairs. The executive authority for the Federation is to be lodged in a Federal Council composed of delegates chosen by popular election, and the judicial authority to be exercised by one Supreme Court. The Constituent Assembly which will promulgate the constitution is to be composed of fifteen deputies from each State.

V. Administrative Questions.

1. THE SAAR.

The Governing Commission of the Saar Territory has recently sent its eighth periodical report to the League of Nations.

The report contains besides facts already mentioned in the preceding *Bulletin*, interesting information on the progress of general legislation, on certain administrative measures and on measures destined to assure the well-being of the population.

What Constitutes a Saar Inhabitant.

A Decree of the Governing Commisssion defines what constitutes an inhabitant of the Saar. It lays down, according to the report, the two following principles :

(1) All the inhabitants of the Saar Territory, whatever be their nationality, have equal rights.

(2) Their nationality is in no way affected. In addition to those persons assuming the status by reason of birth or residence on the date of the Armistice, any person may qualify as an inhabitant of the Saar if he has been domiciled for at least there years in the Saar territory. It has seemed necessary to introduce certain modifications in this rule for officials, merchants and manufacturers, whose vocation or affairs oblige them to have their principal establishment in the Territory.

Decree concerning Courts martial.

This Decree, issued on June 28th, 1921, by the Governing Commission lays down the principle that inhabitants of the Saar Territory are liable to the jurisdiction only of ordinary civilian tribunals. The courts-martial have jurisdiction only over the members of the garrison troops. It is only in case of an act of espionage which has been committed in the Territory, endangering the safety of the troops responsible for maintaining order, that the courts-martial can have jurisdiction over inhabitants of the Territory and for this they must first have been expressly invoked by the President of the Governing Commission.

The Use of French Money in the Saar.

Since August 1st, 1921, all officials connected with public education and with the administration of Justice have been paid in francs. The Governing Commission had decided to agree in principle to payment in francs for those groups of officials that formally made this demand. Demands of this sort have been made by various teaching bodies; at the present time, all the State officials of the Saar, with the exception of some fifty, are paid in francs.

Food.

The Governing Commission has decided to put on sale rationed bread sold at a low price, in order to help the workers suffering from the depreciation of the mark and from the economic crisis, which is particularly severe in the metallurgical industries. The baking and sale of cheap bread will be controlled by the Food Department; the Governing Commission will buy wheat on the world-market according to its needs. It should be added that, simultaneously with this cheap rationed bread, issued to the extent of an average of two hundred grammes per inhabitant per day, free trade in grain will be re-established in the Territory. Thus, consumers can buy unlimited quantities of bread, but at a price fixed according to the real cost of flour.

Public Welfare.

A regional Public Relief Organisation is actively at work. The Governing Commission, on May 11th, passed an Order providing aid to men crippled in the war. This Order provides for free treatment at the expense of the State to all disabled men of at least eighteen years of age. Special institutions will be set up where they will receive appropriate medical treatment and can get professional training.

As regards Public Health, the district (*Kreis*) dispensaries (public health centres) have been developed. Qualified doctors have been appointed to the dispensaries in a great many districts, thus lending greater unity to the work of Public Health. The fight against tuberculosis has been a matter for particular care. A series of scientific conferences have been held, at which the staff of the anti-tuberculosis dispensaries received special instruction.

The Governing Commission has issued a Decree regulating the sale, both wholesale and retail, of alcohol, eau-de-vie and spirituous liquors.

As the shortage of housing in the Territory is serious, the Governing Commission has decided that builders receiving subsidies should immediately become the owners of their houses, and has granted special facilities to any small local associations, formed to encourage the building of homes. Finally, recognising that the Association of communes is not in a position in present circumstances to raise a loan on favourable terms, the Governing Commission has, as a provisional and exceptional measure, put at the disposal of this Association in advance the sum of one million francs.

The Railways of the Saar Territory.

The report of the Governing Commission contains an annex, being a special report on the administration of the railway net of the Territory; this report has been drawn up by M. Lambert, the Belgian member of the Commission, who is responsible for railways.

The possibility of setting up and running autonomously such a small railway net as that of the Saar was at first contested by both French and German experts.

It has to-day been proved that, technically and financially, the misgivings of the experts were exaggerated. The supplying of this railway net with rolling-stock and other material had been entrusted by the Peace Treaty to a Mixed Commission composed of representatives of the German Government and the Governing Commission; this Mixed Commission endowed the Territory with railway material that makes its railway net the richest in the world in proportion to its size. From the financial point of view, it is true that the railway system shows a deficit for the financial year April 1st, 1920, to March 31st, 1921, of 143 million marks on a general budget for the Saar Territory of about one milliard. " Comparison of these two figures shows that the railway budget is not a disproportionate charge on the Government, " concludes M. Lambert. The report makes some comparisons between the position of the French railway systems and that of the Saar railways that are all to the advantage of the latter. The coefficient of operation of the Saar Railway system for 1920 was 128, arrived at as follows:

Expenses	522,000.000 marks
Receipts	414.000.000 marks
	108.000.000 marks

which gives a ratio of 128 while that of the French State roads was 157.

The French State Railways load 7,500 wagons per day; the Saar railways load nearly 4,000 in normal times. The French State Railways employ 100,000 employees; the Saar railways, 18,000, that is about 18%. The Saar territory has more railway lines per square mile than any portion of France, except in the perimeter of the Grand Ceinture of Paris.

The next meeting of the Council contains on its Agenda the question of railway transport proceeding from or destined to the Saar Territory. The German Government has opposed the Saar adhering to the Berne Convention, on the ground, among others, that the Saar does not constitute an independent " State. "

The Governing Commission has requested the Council to deal with these questions, in view, particularly, of the general rôle of the League in matters concerning transit, as laid down in Articles 376 and 365 and paragraph 22 of the Saar Annex to the Treaty of Versailles.

2. Danzig.

The majority of the questions in dispute as regards the Treaty of November 9th, 1920, between Poland and Danzig have been settled by agreements concluded between the two parties as provided for during the Council Session last June that all outstanding points arising in this Agreement should be settled by July 31st. Certain questions were submitted to the High Commissioner for decision, amongst which the most important was that of the ownership and control of the railroads of the Free City.

Decision of the High Commissioner as to Railroads.

The decision of the High Commissioner stipulates that the railroads which especially serve the port shall belong to the Harbour Board but that they shall be administered by the Polish Railroad Administration. At the same time the Harbour Board and the Free City of Danzig are to participate in the Administration. The ownership and administration of the tramways and narrow gauge railroads have been attributed to Danzig. All other railroads, as well as the property attached to them, including the principal administration building, have been allotted to Poland.

At the end of August, Danzig gave notice of appeal to the Council of the League against the decision. The matter will probably be considered by the Council in September.

Closing of the Arms Factory.

Measures have been taken to execute the decision of the Council taken at its last meeting that all manufacture of arms, including sporting rifles, at Danzig shall cease immediately. The arms factory of the city was closed on July 30th, and Mexico, which had previously given an order for gun barrels, has been informed that the order cannot be executed.

VI. Humanitarian and Social Questions.

1. The Russian Refugees.

The Conference for studying the question of Russian Refugees met at Geneva on August 22nd.

The following nations were represented:

Bulgaria: M. Nikoff, Head of the Bulgarian Secretariat to the League of Nations.

China: M. Chetchong Li, First Secretary to the Chinese Legation at The Hague.

Finland: M. Enckell, Finnish Minister to Paris.

France: M. de Reffye, French Consul-General at Geneva.

Greece: M. Dendramis, Head of the Permanent Greek Secretariat at Geneva.

Poland: M. Perlowski.

Roumania: M. Margaritesco Greciano, Minister Plenipotentiary of Roumania at Berne.

Switzerland: M. Professor Dr. Delaquis, Chief of the Police Department of the Federal Department of Justice and Police.

Czecho-Slovakia: M. Dussek, Czecho-Slovakian Minister to Berne.

Jugo-Slavia: M. Jovanovich, Minister Plenipotentiary of Jugo-Slavia to Berne.

The International Labour Bureau was represented by Messrs. Butler and Pardo. The International Committee of the Red Cross, League of Red Cross Societies, and the International Save the Children Fund were invited to participate, and M. Astrov, representative of the Committee of Russian towns and zemstvos, M. Efremoff, Russian diplomatic representative at Berne, and Countess Panine, were

heard and expressed the wishes of the fourteen Russian associations which recently met at Paris. M. JOVANOVICH (Jugo-Slavia) was elected President and M. DELAQUIS (Switzerland), Vice-President. The first effort of the Conference was to complete and arrange the information necessary to organise the High Commissioner's office, the reports presented by the delegates giving information as to the number and the position of Russian refugees in the various countries represented. The Conference then set itself to laying down the lines along which the High Commissioner should work.

As regards repatriation, it was felt that while no refugee should be forced to return to Russia, the High Commissioner should ask all the Governments concerned how many refugees wish to be repatriated, and should examine with these Governments the material possibilities of effecting this repatriation and the guarantees thut may be necessary. As regards the great difficulties encountered by the refugees ai connection with their juridical status, it was decided that each Government should be asked to adapt its laws to the abnormal situation existing at present. In order to move refugees from one country to another, the Conference recommended that the High Commissioner take up with the various interested Governments the question of a special identity card.

For the redistribution and employment of the refugees, the Conference proposed that the International Labour Office furnish information as to labour conditions in the various countries; and that Governments which had limited their immigration consent to a temporary modification in favour of refugees and furnish the High Commissioner with all information necessary for classifying the refugees according to their profession. It was also decided to ask countries concerned to appoint an official to maintain contact with the High Commissioner to hasten the execution of the measures which may be agreed upon between him and the Governments.

Various charitable organisations, such as the International Committee of the Red Cross, the League of Red Cross Societies, the International "Save the Children" Fund and Jewish Societies, all agreed to co-operate with the High Commissioner.

The solution of the problem appeared above all as a financial question. Since the present situation is a matter of concern to the whole world, the Conference expressed the opinion that it would not be equitable to leave the burden of helping them on the few nations which hitherto have alone shouldered it. It was therefore recommended that all States should, in proportion to their resources, be invited to help in fulfilling this urgent and indispensable duty of world solidarity. The Conference was of opinion that the Economic and Financial Committee of the League should examine the different financial problems involved.

Before separating, the Delegates, having learned that all the Members of the Council were agreed upon inviting Dr. Nansen to assume the functions of High Commissioner, decided to inform their respective Governments as quickly as possible of the results of the Conference, and to ask instructions permitting them to take part a fortnight hence at a meeting where Dr. Nansen will be present.

2. TRAFFIC IN WOMEN AND CHILDREN.

As a consequence of the International Conference on Traffic in Women and Children held by the League at Geneva in July, the Representative of Great Britain on the Council has transmitted to the Secretary-General a draft "International Convention for the Suppression of the Traffic in Women and Children." This draft Convention is accompanied by a motion inviting the forthcoming meeting of the Council scheduled for September 1st to consider the Final Act presented by that Conference with a view of drafting a further International Convention. In the event of the Council approving this proposal the British Delegate recommends that the Council invite Representatives of Members of the League at the Assembly to sign the Convention. Among the recommendations of the Conference incorporated in the British draft Convention are found some of those which seek especially to strengthen the legal measures for the suppression of traffic in women and children.

3. Opium.

In execution of the decision taken by the Council on June 28th for the suppression of the traffic in opium and other dangerous drugs, as reported in the *Monthly Summary* for July, letters have been sent by the Secretariat to Albania, Argentine, Chile, Colombia, Costa Rica, Denmark, Finland, San Salvador, Persia, Portugal and Venezuela, requesting them as Members of the League to ratify the Hague Opium Convention, and by the Netherlands Government to Ecuador, San Domingo, and Mexico, which are not Members of the League, making the same request. In the same way, all States parties to the Convention have been invited to provide an annual report on the production, manufacture and trade in opium and other drugs in their territories.

Moreover, 18 nations having Treaty relations with China and adhering to the International Opium Convention have been invited to take steps to prevent the contraband trade in opium and other drugs. These nations are Austria, Belgium, Bolivia, Brazil, Cuba, France, Great Britain, Holland, Italy, Japan, Norway, Panama, Peru, Portugal, Spain, Sweden, United States, and Uruguay.

The Provisional Health Committee which,met at Geneva on August 25th, decided to comply with the request of the Council that it investigate the average requirements in each country of the drugs specified in Chapter 3 of the Convention. A the same time, the Resolution of the Council concerning the restriction of the cultivation of opium to the amounts necessary for strictly medicinal and scientific purposes has been put on the agenda of the Second Session of the Opium Committee, which will meet in March, 1922.

Further correspondence has passed between the League, which by the Covenant has been entrusted with the execution of the measures for the suppression of the opium traffic, and the Dutch Government, which was given certain administrative duties in the Opium Convention. The Dutch Government has notified the League that Japan and Brazil, and Germany on condition that she have a representative on the Opium Committee, have agreed to the transfer to the League of the duties entrusted to the Netherlands Government by the Opium Convention. The United States, however, has refused to agree to the transfer and has stated that it would deal only with the Netherlands Government.

4. The Deportation of Women and Children in Turkey and Neighbouring Countries.

The Report of the Commission of Enquiry on the Deportation of Women and Children in Turkey and Neighbouring Countries was submitted to the Council on August 30th, and passed on by the Council to the forthcoming Assembly.

The Report was drawn up by Dr. Kennedy and Miss Cushman, and gives an account of the happy results achieved by the British High Commission at Constantinople and by the Inter-Allied Police.

On the other hand, the work of the Commission has shown that up to the present no systematic measures have been taken to assure the return of women and children to their homes, and has shown the necessity of setting up some authority sufficiently strong to enforce its decisions without loss of time.

VII. Recent Publications on the League.

An Illustrated Photographic History of the League of Nations is to be published at Geneva, with the collaboration of the Secretariat, in order to show by photograph the various steps in the development of the League and the different kinds of work which it is doing. The book consists almost entirely of photographs

with very brief captions, illustrating the drafting of the Covenant at Paris, the headquarters of the League at London and at Geneva, its work in the Saar Valley, Danzig, mandated territories such as German South-East Africa, Palestine, the Pacific Colonies, the Protocol of the Court Project, the Registration of Treaties, the meetings of all the various Commissions and, in short, any other material connected with the League susceptible of photography. Copies may be had at frs. 3.50 by writing to "Edition Atar", Geneva.

Bibliography.

The library of the Secretariat has recently received a number of important books on matters connected with the League in one way or another[1]. The first list is as follows:

Altamira, Rafael.
El punto de vista americano en la Sociedad de las Naciones. Madrid, 1921, 22 pp.

Belotti, Bortolo.
La Società delle Nazioni e la sua primea assemblea. Milano, 1921, 70 pp.

Brett, Oliver Ed.
The first Assembly. By a Committee of the League of Nations Union including Lord Robert Cecil and Lord Phillimore. London, 1921, vii, 277 pp.

Hymans, Paul.
Addresses by M. Paul Hymans and M. Giuseppe Motta in the Assembly of the League of Nations, Geneva, 1920. Geneva, 1921, 30 pp.

Hymans, Paul.
La première assemblée de la Société des Nations. Lausanne, Genève, 1921. 78 p.

Joint Foreign Committee of the Jewish Board of Deputies and the Anglo-Jewish Association. Report fo the secretary ans special delegate of the Joint Foreign Committee on Jewish Questions dealt with by the first Assembly of the League, presented to the board of deputies of British Jews. London, 1921. 43 (1) pp.

League of Nations Association, Japan.
League of Nations movement in Japan, 1920. Tokyo, 1920, 8 pp.

Levermore, Charles H.
What the League of Nations has accomplished in one year, January to December 1920. Brooklyn, 1921, 77 pp. First year-book of the League.

Motta, Giuseppe.
Inagural diskurso da sioro Giuseppe Motta e respondon da sioro Paul Hymans enuncita en al unesma assemblo di la Ligo dil Nacioni en Geneve, Suisa, 15 Novembre 1920, tradukita del franca en lingo internaciona ido da Fr. Schneeberger. Lusslingen, 1921, 43 pp.

Nederbragt, J. A.
The Budget of the League of Nations, budgetary study. The Hague, 1921, 35 pp.

Pacte de la Société des Nations. The Covenant of the League of Nations. Tokyo, 1921. 21 pp. Text in French, English and Japanese.

Sara, Edmund W.
The League of Nations and the spiritual ideals implied, two courses of lessons... senior course by Rev. Edmund W. Sara, junior course by Miss Elsa Langley, with a foreword by Rt. Hon. Lord Robert Cecil. Westminster, 1921, 2 v. in 1. Each part has separate title-page and paging.

Wilson, George Grafton.
The first year of the League of Nations with the Covenant of the League of Nations in an appendix. Boston, 1921, xi, 94 pp.

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[1] It is thought that it might be interesting, both to those following the League and also to librarians, to give occasional lists of such titles.

Assembly Documents.

A large number of reports and documents will be presented to the Assembly on subjects included in the Agenda. It is not possible to give these a general circulation outside the Assembly, but a limited number will be available and may be had on application to the Information Section, League of Nations, Geneva.

Among the documents are the General Report by the Secretary-General on the work of the Council and the Secretariat, and upon the measures taken to execute the decisions of the Assembly, together with recommendations and reports on:—

The Permanent Court of International Justice.
Amendments to the Covenant.
Armaments.
Blockade.
Treaty Registration.
Communications and Transit.
Finance and Economics.
Traffic in Women and Children.
Deportation of Women and Children in Turkey and Adjacent Countries.
Traffic in Opium.
International Health.
Typhus Campaign.
International Co-ordination of Intellectual Work.
Allocation of the Expenditure of the League.
The Budget.
Etc., etc.

VIII. Calendar of Events.

September	1.	Amendments Committee, Geneva.
,,	1.	First Sub-Commission of the Armaments Committee on the Private Manufacture of Arms, the Arms Traffic Convention, etc., Geneva.
,,	2.	Second Sub-Commission of the Armaments Committee on the exchange of Military Information, etc., Geneva.
,,	2.	Third Sub-Commission of the Armaments Committee on the Statistics of Armaments, Geneva.
,,	2.	Plenary Session of the Armaments Committee, Geneva.
,,	3.	Economic Committee, Geneva.
,,	5.	Second Assembly, Geneva.
October	25.	International Labour Conference, Geneva.
November	25.	Technical and Advisory Commission on Communications and Transit, Geneva.

MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

No. 6 — OCTOBER 1921

Information Section of the League of Nations, Geneva

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I. Summary of the Month.

Practically every activity entered into by the League of Nations was brought under discussion, and in most cases appreciably advanced during the month of September, when not only the Assembly came together for its second meeting, but the Council met both in extraordinary session on the Upper Silesian question and in ordinary session on many current affairs, and various Commissions appointed by the First Assembly finished their work.

While it is not necessary to summarise here all the details to be found later on in the Summary, it may be noted that the Council made considerable progress towards the solution of the Upper Silesian problem, and found opportunity to consider many important current matters of League concern, while the Assembly definitely elected the judges of the Permanent Court of International Justice; approved the organisation and work of the technical organisations on Communications and Transit, Finance and Economics, and Health; suggested certain important amendments to the Covenant; admitted three new Members to the League; approved the organisation of the Secretariat and Labour Office and the Budget for 1922; and studied at length, and in many cases made, detailed resolutions concerning reduction of armaments, mandates, the Polish-Lithuanian dispute, the Bolivian-Chilian dispute, the appeal of Austria, the status of Albania, Armenia, and Eastern Galicia, as well as the Russian Famine, the Suppression of the Traffic in Opium and in Women and Children, and the deportations in Asia Minor.

First Part. — THE COUNCIL.

(a) Extraordinary Session — Upper Silesia.

The question of the delimitation of the frontier in Upper Silesia, which had been referred to the League of Nations by the Principal Allied and Associated Powers was further discussed during the month of September. Following the first Extraordinary Session of the Council, held in Geneva on August 29th, under the presidency of Viscount Ishii (Japan), when the terms of reference and the main facts of the dispute were brought before the Council, a second Extraordinary Session was held on September 1st. Viscount Ishii, who had agreed to act as Rapporteur, read a detailed proposal, which is here given in full:

"I. With a view to enabling the Council to arrive in complete independence at an opinion on the question which has been submitted to it, its Members are unanimous in thinking it desirable to entrust the preliminary examination of the question to the Representatives of Belgium, Brazil, China, and Spain, States which have so far taken no part in the preliminary investigations, nor in the discussions to which these investigations have given rise.

"II. It will be the duty of the Representatives of these Powers to study the various aspects of the problem, with the help of the documents forwarded by the Supreme Council and of any other means of information.

"III. They will have the right to seek such information as they may think useful, and to obtain such expert advice as may be necessary. It is desirable that the experts who will be appointed should have taken no part in the previous investigations and discussions, and that they should be chosen, as far as possible, from among such persons as have already collaborated in the work of the Technical Organisations of the League. With a view to supplying local information which may be of use, inhabitants (both German and Polish) of the territory of Upper Silesia may be heard.

"IV. The services of the Secretariat will be at their disposal for all assistance that may be required.

"V. They will carry on their work in complete freedom, and without any procedure being established. They will report to the Council, who will continue to keep in touch with the matter, and who will, at any moment, be able to meet so as to examine the results of the investigations which are taking place."

Mr. Balfour expressed the opinion that, in order to deal successfully with the very difficult and all-important task which the Supreme Council had asked the Council of the League to assume, the method proposed by Viscount Ishii was much the best that could be adopted. It would give the public in all countries, who are watching this subject with the keenest interest, the impression that the Council has determined not merely to make an independent examination of the question, but to do so under conditions which will remove any suspicion that it is being dealt with from the view point of any one country rather than another, and that it is going to continue the controversy which has naturally perhaps, but most unfortunately, arisen in connection with Upper Silesia. The Council, he hoped, would approach the question in a spirit of complete detachment from narrow and individual views, and make a deliberate and determined effort to deal with it impartially and in the broadest spirit.

M. Bourgeois then stated that he was in entire agreement with the declaration made by Mr. Balfour and with the method of work proposed by Viscount Ishii. He believed that public opinion would recognise that the Council had met the problem in a spirit of entire independence and impartiality. That independence and impartiality would be guaranteed by the fact that four of their colleagues, whose countries had taken no part in the previous discussion, would undertake the preliminary study. Other Members of the Council would certainly not relinquish interest in the progress of the question, but would have every confidence in their colleagues, and would themselves keep in close touch with them in order to be fully informed of their progress. The Council would thus respond, both to the desire of that public opinion which wishes to see brought to an end the difficulties which are troubling the public mind and which may endanger the peace of the world, and also to the will of the Supreme Council which handed over this question to the League.

Marquis Imperiali declared that he was in entire agreement with the Representatives of Great Britain and France. He then warmly thanked his colleagues of Belgium, Brazil, China, and Spain, who were willing to collaborate so courageously in a work the success of which might have consequences of extreme importance for the future of the League, to which all the Members of the Council were so firmly attached.

On the invitation of Viscount Ishii, the four other Members of the Council then declared that they would accept the rôle offered to them and associated themselves with the words of M. Hymans, who thanked his colleagues for the confidence shown in them, and declared that they would strive to fulfil their task in a spirit of perfect justice, freedom, and independence.

These declarations and the full verbatim record of this Session of the Council were immediately afterwards published. As soon as possible the Committee of four Members of the Council began their study of the great mass of data which had been submitted to the League by the Supreme Council. Meetings were held on every possible opportunity during the session of the Assembly, and by the end of the month the problem had been considerably narrowed down.

(b) Ordinary Sessions.

The Council held a series of meetings during the Sessions of the Assembly on September 2nd, 3rd, 12th, 16th and 21st under the presidency of Mr. Wellington Koo. It discussed a number of current League problems, and transmitted to the Assembly certain reports prepared by special Commissions on armaments, amendments, the economic blockade, the traffic in women and children, intellectual labour and raw materials. At the same time, it planned to remain in Geneva for a few days after the Assembly in order to carry out the details of as many of the resolutions of the Assembly as possible.

II. Organisation of the League.

(a) Mandates.

The question of the confirmation of the "A" type of Mandates for the former Turkish possessions in Asia Minor, and the "B" type for the former German possessions in Central Africa came before the September session of the Council by reference from the June Session, when it had been decided to postpone final decision with the hope that the Principal Allied Powers could, between June and September, come to an agreement with the United States on the issues raised by that Govern-

ment. When the Council met in September the representatives of the Principal Allied Powers made it known that their Governments had received a Note from the United States on the questions at issue. The Council decided that this Note constituted a new step in the negotiations between the Principal Powers and the United States in the sense desired at its last meeting, and did not consider itself called upon to take any part in the negotiations.

The Council nevertheless decided to address a Note to the Principal Allied Powers in the hope of expediting a settlement. Consequently, on September 8th, Mr. Wellington Koo, Acting President, wrote to the Governments of Great Britain, France, Italy and Japan, recalling the negotiations which had taken place, and expressing the anxiety of the Council to define, as soon as possible, the terms of the Mandates under which vast areas in Africa and Asia are to be administered.

During the month also the Permanent Mandates Commission, which is entrusted with examining the Annual Reports of the Mandatory Powers and advising the Council on the administration of the mandated areas, was called together for its first meeting on October 4th. This Commission, though it will not have before it the official reports, as provided in the Covenant, owing to the delays attendant upon the institution of the Mandate system, has nevertheless received from various Mandatory Powers statements of their administration as submitted to their Parliaments. It will study these Reports, and possibly prepare a questionnaire to aid the Mandatory Powers in making the regular Annual Reports.

(For further details on Mandates the reader is referred to the paragraph on Mandates under "The Assembly".)

III. Economic and Financial Questions.

The Raw Materials Enquiry.

The Report of the Economic Committee on the difficulties experienced by certain countries in assuring importations of the raw materials necessary to their well-being and even their existence, was presented to the Council in its Session of September 21st. The conclusions of the Report being adopted, the Council drew the attention of all States Members of the League to a certain number of points which appeared to it more particularly worthy of attention, notably, the inconveniences which the establishment of artificial restrictions on the exportation of raw materials presents for certain countries; the necessity of hastening the work of the different commissions entrusted with the repartition and exchange of rolling-stock in certain parts of Europe, in order to put an end to one of the principal difficulties before the distribution of essential raw materials; and the advisability of the preparation by the Advisory Committee of plans for the convocation by the Council of regional conferences on questions of communications and transit. These conferences would aim to regulate in detail the methods of transport between different States in taking into account the geographic necessities of these States, and in following the general principles laid down by the Barcelona Conference. Finally, States which may have need of financial advisers to reorganise their economic and financial system may make application to the Council, which has already been informed that certain Governments would be disposed to make use of such advisers.

(See Article on Provisional Economic and Financial Committee under "The Assembly.")

IV. Political Questions.

(a) The Polish-Lithuanian Dispute.

The negotiations between Poland and Lithuania, which were resumed at Geneva at the end of August, led M. Hymans, who had presided over them, to introduce certain modifications in the provisional agreement which he had presented to the two parties on May 20th last, and which had been accepted as a basis of discussion by Poland but rejected by Lithuania.

In presenting his second project of September 3rd, M. Hymans had requested the two parties to inform him of their response before September 12th. On that date the Lithuanian Delegation accepted the project "in its broad lines," but with amendments which it indicated and which, in fact, would seriously have modified its scope on several important points. On September 13th, the Polish Delegation replied that Poland, having accepted the provisional project of May 20th as a basis of discussion, was ready to resume negotiations immediately with this project as a base, but that it did not feel called upon to pronounce upon the new proposal.

The question thereupon came before the Council in two public sessions on September 19th and 20th. M. Hymans brought out that his project constituted a compromise which should be acceptable to both parties, and which was almost equally distant from the extreme claims of both countries. Moreover, it took into account, so far as possible, the opinion of the interested populations whose representatives, meeting in an Assembly especially called for the purpose, would be requested to express their opinion on the agreement.

M. Hymans then read to his colleagues a resolution approving this proposal. The resolution brought out that only differences of detail existed between the original project of May and the present one. Both were based on the same principles; namely, constitution of the territory of Vilna as an autonomous canton on a basis analogous to that of the Swiss constitution and within the framework of the Lithuanian State, and a *rapprochement* between Poland and Lithuania in political, military and economic relations. These principles had in substance received the approbation of the two parties, as shown in the letters of the Lithuanian Delegation of May 27th and September 12th, the telegram of the Polish Minister of Foreign Affairs of July 15th, and the letter of the Polish Delegate of September 16th. Finally, the resolution provided that M. Hymans should describe the actual status of the dispute to the Assembly, which would thus be enabled to contribute its authority to a settlement of the question.

The Council then heard M. Askenazy, Representative of Poland, and M. Galvanauskas, Representative of Lithuania. Thereupon MM. Balfour, Bourgeois and Imperiali, with the support of their colleagues, addressed a warm appeal to the two countries to reach an agreement. All the Members of the Council then gave their entire agreement to the resolution read by M. Hymans.

Mr. Wellington Koo, President of the Council, declared that M. Hymans' resolution was unanimously adopted by the Council, Article 15 of the Covenant stipulating that the vote of the representatives of the parties at issue was not required for unanimity. MM. Askenazy and Galvanauskas declared that they would bring the decision of the Council to the knowledge of their respective Governments, the former making reservations on a certain number of points of the project of September 3rd.

(See the Polish-Lithuanian Dispute under "The Assembly.")

(b) Albania.

The protest of Albania that the Serb-Croat-Slovene Government permitted Serbian troops to invade Albanian territory was considered at the Council meeting on September 2nd, when the Representatives of Albania, Bishop Fan Noli, and of the Serb-Croat-Slovene State, M. Yovanovitch were present. Mr. Balfour brought out that previously Albania had protested against the Council's decision not to examine the question of the frontiers of Albania in view of the fact that the Council of Ambassadors was already considering the question, and had made use of her right to place the Council's decision before the Assembly. He stated, therefore, that Albania had requested the Assembly to consider the fixation of its frontiers, and the Council to prevent the Serbs from violating these same frontiers. As it appeared unwise that two problems so intimately connected should be discussed by two different bodies, Mr. Balfour suggested, and the Council agreed, that any violation of the frontiers should also be referred to the Assembly.

Bishop Fan Noli accepted this decision in the name of Albania. M. Yovanovitch however, after having declared that the Yugo-Slav troops had not occupied new territory in Albania, but had remained on the line fixed by the Powers, read two documents from the "President of the Republic of Mirditie" according to which the Albanian Government at Tirana did not represent all Albania. He consequently requested the Council to send out a Committee of Enquiry to learn which of the two Governments of Tirana or Mirditie was qualified to speak in the name of Albania. Bishop Fan Noli having replied that the capital of the Government of Mirditie was at Prizrend in Serbian territory, the Council decided to refer this request also to the Assembly.

(See the Article on Albania under "The Assembly.")

(c) Aaland Islands.

The Conference for the neutralisation of the Aaland Islands, called as a result of the decision of the Council last June, will take place at Geneva on October 10th.

Denmark will be represented by MM. Bernhoft and Wenck; Esthonia by MM. Piip and Salza; Finland by General O. P. Enckell, MM. Erich, Carl Enckell and Schwanck; France by MM. Gout and d'Ormesson; Germany by MM. Trautman, Steffan, and Dr. Baligand; Great Britain by Mr. J. D. Gregory; Italy by M. Busatti; Latvia by MM. Michael and Valters; Poland by M. Askenazy; Sweden by MM. E. de Trolle, Höjer, Baron Marks von Würtemberg, Count Wachtmeister and Commander Holmquist.

V. Administrative Questions.

(a) Saar Basin.

Re-appointment of Saar Basin Member of the Governing Commission.

Dr. Hector, of Saarlouis, the Saar Member of the Governing Commission of five, has been reappointed by the Council for a period of one year from September 20th, 1921.

Reduction of French Troops.

The Council, during its session in June, invited the Governing Commission to insert in its reports information on the prospects of reduction of the French troops. The President of the Commission has recently, in a special report stated that the French Government, in agreement with the Commission, has decided to transfer a regiment of Algerian Tirailleurs from the Saar to a neighbouring district in France,

as its maintenance in the territory itself, in normal times, could not be regarded as essential. With regard to the development of the gendarmerie, the report points out that it is a question likely to entail serious financial difficulties, quite apart from the great difficulty of recruiting.

Adhesion of the Saar to the Bern International Railway Convention of 1890.

At the request of the Council, the Committee on Communications and Transit has studied the question of the adhesion of the Saar Basin to the Bern International Railway Transport Convention of 1890, to which, as reported in the last *Summary* (p. 90), Germany objected, and has come to the general conclusion that the declaration of adhesion of the Governing Commission is superfluous, as the Convention is, in so far as concerns all Powers which have signed or adhered thereto, rightfully in force in the Saar Territory, in the same way as in the territory of the Allied and Associated Powers which have signed or adhered to it. The Council decided to forward the report of the Transit Commission, which analyses the question in considerable detail, to the Saar Governing Commission.

German Protest against the "Saar Inhabitant" Decree.

The German Government has protested to the League against the decree defining the term "inhabitant of the Saar" which was mentioned in the last *Summary* (page 89), claiming that it is contrary to the Treaty of Versailles. This contention is made on the ground that other requirements than the normal one of mere residence are imposed; that the decree encroaches seriously upon existing conditions regarding nationality, which should remain unaffected; and that an improper attempt has been made to separate political rights from nationality and identify them with the term "inhabitant of the Saar."

As in the case of former German protests, the Saar Commission has been requested to forward any observations which they may wish to submit to the Council.

(b) Danzig.

Financial Position of the Free City.

In accordance with the request of the June Council meeting, the Provisional Economic and Financial Committee has submitted to the Council a preliminary report on the financial position of Danzig, suggesting, however, that a more thorough study be made. MM. Avenol and Jansen have therefore been appointed for that purpose, it being stipulated that such action does not obligate the Council to give Danzig financial assistance.

Defence of Danzig and "Port d'Attache" for Polish War Vessels in Danzig.

Reports from the High Commissioner, on the general question of providing for the defence of Danzig in the special cases referred to in the resolution adopted by the Council last June, and on the question of a Port d'Attache for Polish war vessels in Danzig, were referred by the Council to the Permanent Advisory Commission for Military, Naval and Air Questions for their observations. The Council has not yet considered the reports already submitted by the Permanent Advisory Commission for Military, Naval and Air Questions.

In view, however, of the approach of winter, the High Commissioner has been requested to take up with the Danzig Government the question of providing safety and necessary harbour facilities for Polish war vessels in the Port of Danzig, until the matter has been considered and settled by the Council.

The Danzig Railways-Settlement "Out of Court."

After prolonged negotiations at the Secretariat between the Representatives of Poland and Danzig, assisted by the League's High Commissioner at Danzig, the two Parties, on September 23rd, 1921, concluded an agreement interpreting the two railway decisions of the High Commissioner, and in consequence, Danzig withdrew the appeal to the Council which it had made against the High Commissioner's first decision.

The first railway decision was outlined in the last *Summary* (page 91). Some of the most important points in the second decision of the High Commissioner (September 5th, 1921) are:

German is to be the official language. Polish can be used when absolutely necessary for the efficient working of the administration or if the public desire it. Tickets issued to places in Poland or other foreign countries and notices regarding safety and health can be in both languages. The official currency is the German mark, yet Polish currency can be used if the payer and payee agree. The Polish Railways Administration shall not pay any rates or taxes for the railways or for property to be handed over. The civil and criminal courts of Danzig are competent for matters connected with the Polish Railways Administration. Special stipulations are given concerning the obligations and position, respectively, of the technical railway police employed by the Polish Administration and the Danzig Police detailed to duty in connection with the railways. The Polish Railways Administration must apply to the Danzig officials, employees and workmen at least as favourable regulations regarding insurance, old age, etc., as they have enjoyed under the Danzig administration. In filling vacancies, priority must be given to Danzig citizens, yet, failing suitable applicants of Danzig nationality, Poland has the right to introduce Polish nationals. This, however, does not apply to higher officials in the general administration. Poland is to pay to Danzig 50 million marks on account, as soon as her Railways Administration has assumed control, exploitation and administration of the railways.

In the agreement of September 23rd, the two Governments mutually agreed not to appeal against the two decisions of the High Commissioner. Among other things they decided that the Harbour Board and the Polish Railways Administration should determine whether certain properties within the port district which belonged to the Harbour Board (land, warehouses, cranes, etc.) should be operated by them or by the Railways Administration, and that a limited liability company should be set up to manage the Central Railway Workshops at Danzig, its working capital to be covered, 45 % by Poland, 45 % by Danzig and the remaining 10 % by a foreign financial group. It was also decided that the Polish Railways Administration should pay to Danzig a contribution towards the upkeep of the schools in accordance with the use made of them, and that the High Commissioner should be requested to secure the views of the Reparation Commission with regard to a question concerning the status of certain former Prussian railway debts.

Manufacture of Airplanes.

Civil but not military airplanes can be manufactured in Danzig under the resolutions of the Council. The High Commissioner, General Haking, is the authority to decide what is war material and what is not. He has asked for the advice of the League experts so that business concerns can begin making civil planes at once in Danzig. The Air Sub-Commission considered this question in Paris on September 30th, and will report to the Council as soon as possible.

(c) Minorities.

The Council decided on September 30th to place under the direction of the League the stipulations relative to the protection of minorities contained in the Treaty of December 9th, 1919, between the Principal Allied and Associated Powers and Roumania and those contained in Articles 54 to 59 in the Treaty of Peace with Hungary. These guarantees are similar to those already given to minorities in Poland, Czecho-Slovakia, Austria, Yugo-Slavia, and Bulgaria.

A report was also made to the effect that, as a result of the resolution of the First Assembly of December 15th, 1921, Albania had signed a declaration containing a series of stipulations for the protection of minorities which will be recognised by her as fundamental laws. Finland also has submitted to the Council a Memorandum giving detailed information on the rights guaranteed to minorities in Finland by the constitutional law of that country.

At the same time, Esthonia, Latvia, and Lithuania, before their admission to the League, signed a declaration on September 22nd by which they accepted the resolution of the First Assembly and declared themselves ready to enter into negotiations with the Council to define the scope and the details of application of their international obligations for the protection of minorities.

VI. Humanitarian Questions.

(*a*) Russian Refugees.

The Council, on September 3rd, examined the questions as to Russian Refugees which had been raised in the Conference held at Geneva in August to prepare the work of the High Commissioner of the League. The Council expressed satisfaction with the results of the Conference and with its plans for an early reunion; requested the High Commissioner seriously to consider the decisions taken; directed the Secretary-General to communicate the resolutions of the Conference to all States, with the view to the consideration of how far they could execute them, particularly as regards passports for refugees; and recommended that, in case of difficulties with regard to the financing of his plans, the High Commissioner bring the question before the Financial Committee of the League.

Second Part. — THE ASSEMBLY.

I. Introduction.

The Second Assembly of the League of Nations opened its Session at Geneva on September 5th, 1921, and adjourned on October 5th, 1921. Thirty-nine nations were represented when the Session opened; three more were added to the list during the first days; and another three were admitted to Membership during the Session. Thus, Representatives of 45 of the 51 States Members of the League were present leaving the Argentine, Honduras, Guatemala, Nicaragua, Peru and Salvador not represented. The full list was as follows:

Albania.	Denmark.	Norway.
Australia.	Esthonia.	Panama.
Austria.	Finland.	Paraguay.
Belgium.	France.	Persia.
Bolivia.	Greece.	Poland.
The British Empire.	Haiti.	Portugal.
Brazil.	India.	Roumania.
Bulgaria.	Italy.	Serb-Croat-Slovene State.
Canada.	Japan.	Siam.
Chile.	Latvia.	South Africa
China.	Liberia.	Spain.
Colombia.	Lithuania.	Sweden.
Costa Rica.	Luxemburg.	Switzerland.
Cuba.	The Netherlands.	Uruguay.
Czecho-Slovakia.	New Zealand.	Venezuela.

The proceedings were opened under the provisional chairmanship of Dr. Wellington Koo (China), by virtue of his position as Acting President of the Council. With the seats on the floor crowded with delegates and advisers, the first balcony filled with about 200 journalists and a large number of the diplomatic corps, and the second gallery with specially invited guests, Dr. Koo delivered an eloquent address, in which, after extending a warm welcome to the six new Members of the League admitted at last year's Assembly, he gave a broad summary of the work of the preceding 9 months and the main tasks to be accomplished during the coming few weeks.

(a) Election of Officers.

The election of a permanent President and the organization of the Assembly was proceeded with at the second Session on the afternoon of September 5th. Jonkheer van Karnebeek, Foreign Minister of the Netherlands, was proposed as President by the British Delegation, and M. da Cunha, Brazilian Ambassador at Paris, by the Roumanian Delegation. On the first ballot, the necessary majority of 20 was not obtained, as M. van Karnebeek received 19 votes, M. da Cunha 12, M. Motta (Switzerland) and M. Blanco (Uruguay) 4 each. A second ballot was accordingly taken, on which M. van Karnebeek was elected by 21 votes against 15 for M. da Cunha. He therefore took the Chair and, after expressing his gratitude for the unexpected honour accorded him, said that he hoped the Second Assembly would continue the work so well begun at the first for the substitution of law in place of force in the international affairs of mankind.

(b) The Committees.

At the third session, the next day, the 23 items on the Agenda were divided amongst six main Committees along the lines followed last year. As each nation was represented on each of these Committees, it meant in fact that the Assembly was divided into six plenary gatherings where the preliminary study of many

items could be proceeded with almost simultaneously. All these Committee meetings, which last year were private, were this year open to the public, in response to the demand for the fullest publicity. The Committees, with their work, were as follows:

No. 1. Constitutional and legal questions, including amen dments to the Covenant and the interpretation of Article 18 for the registration of Treaties.

No. 2. Questions regarding the technical organizations, including the Transit, the Health, and the Economic and Financial Organizations.

No. 3. Reduction of Armaments and Blockade.

No. 4. The Finances and the internal organization of the League, including the Report of the Committee on the Secretariat and the allocation of expenses.

No. 5. Humanitarian and social questions, such as typhus, opium, the traffic in women and children, deportation of women and children in Asia Minor, and the international co-ordination of intellectual work.

No. 6. Political questions, including the applications of five States for Membership, and the Albanian situation.

These Committees were immediately constituted through the designation by each Delegation of its representatives thereon, and were thus able to come together for their first meetings on the second afternoon of the Assembly. Each Committee proceeded to the election of its officers, with the following results:

Committee I.
Chairman:
M. Scialoja (Italy).
Vice-Chairman:
M. Urrutia (Colombia).

Committee II.
Chairman:
M. Jonnesco (Roumania).
Vice-Chairman:
M. Freire d'Andrade (Portugal).

Committee III.
Chairman:
M. Branting (Sweden).
Vice-Chairman:
M. Poullet (Belgium).

Committee IV.
Chairman:
M. Edwards (Chile).
Vice-Chairman:
M. Herluf Zahle (Denmark).

Committee V.
Chairman:
Mr. Doherty (Canada).
Vice-Chairman:
Mr. Tsai-Fou Tang (China).

Committee VI.
Chairman:
M. le Comte de Gimeno (Spain).
Vice-Chairman:
M. Escalante (Venezuela).

The Presidents of these six Committees became *ipso facto* Vice-Presidents of the Assembly. After their designation, the Assembly proceeded to the election of six other Vice-Presidents to form the Bureau of the Assembly, consisting of the President, the Secretary-General, and the twelve Vice-Presidents. The six Vice-Presidents chosen by vote of the Assembly were as follows:

M. Bourgeois (France).
M. da Cunha (Brazil).
Mr. Balfour (Great Britain).
Viscount Ishii (Japan).
M. Hymans (Belgium).
M. Benes (Czecho-Slovakia).

(c) The General Debate.

Thus, in two days, the work of organization was completed, the Assembly was able to proceed to the discussion of its Agenda on the third day, and the Committees

to begin their work that same afternoon. The experience gained at the First Assembly last year and the Rules of Procedure then drawn up made it possible to save a great amount of time this year and allow the Assembly to proceed with its business practically 48 hours after the Representatives of the 42 States composing it had come together.

The first days of the Session were filled with the discussion of the Report of the Council for the previous year. Representatives of 17 different nations took part in this debate, which was allowed to range over a wide field, as it included not only work actually done but also work which the Delegates felt should have been done. Without attempting even the slightest summary, it may be interesting to note the list of speakers:

M. Branting (Sweden); Lord Robert Cecil (South Africa); M. Lafontaine (Belgium); Dr. Nansen (Norway); The Emir Zoka-ed-Dowleh (Persia); M. Mensdorff (Austria); M. Spalaikovitch (Serb-Croat-Slovene State); Mr. Balfour (Great Britain); M. Ador (Switzerland); M. Urrutia (Colombia); M. Bourgeois (France); Count de Gimeno (Spain); Professor Gilbert Murray (South Africa); Mr. Srinavasa Sastri (India); M. Lange (Norway); Monsignor Fan Noli (Albania); M. Frangulis (Greece); M. Osusky (Czecho-Slovakia); M. Askenazy (Poland).

II. Organisation of the League.

A. Permanent Court of International Justice.

On September 14th the Assembly and the Council elected the Judges of the Permanent Court of International Justice.

The list of candidates on which the election took place was that published in the September Number of the *Monthly Summary*, except that several withdrawals had reduced the number of candidates to 80. In accordance with the Statute, the Assembly and the Council each proceeded to its selection simultaneously and independently of the other and on the principle that any candidates who might be selected by both bodies should be declared elected. For this purpose, the Assembly held a regular public meeting at the Salle de la Réformation, while the Council met in private at the Secretariat, thus assuring that there should be no communication between the two bodies.

Because of the wideness of the choice and the necessary complexity of the election machinery, it had been estimated that many days might be required for balloting. Instead, however, all eleven Judges and three of the four Deputy-Judges were finally agreed upon and declared elected before nightfall of the first day's ballot, and the fourth and last Deputy-Judge was elected two days later.

The election proceedings began in the Assembly immediately after the Session opened at 10 o'clock on September 14th. After the chief of each Delegation had mounted the Presidential Tribune in alphabetical order to deposit the ballot of his Delegation, the Secretary-General, assisted by M. Branting (Sweden) and Count Gimeno (Spain), counted the votes. In the first ballot 42 States took part making an absolute majority of 22 required for the election. The results showed that the following nine candidates obtained the necessary majority and were therefore declared elected to the Assembly list:—

MM.	Altamira (Spain) . . .	23
	Alvarez (Chile)	24
	Anzilotti (Italy) . . .	24
	Barboza (Brazil) . . .	38
	de Bustamante (Cuba)	26
Lord	Finlay (Great Britain) .	29
MM.	Loder (Netherlands) . .	24
	Oda (Japan)	29
	Weiss (France)	30

After this ballot, a discussion took place on the procedure to be followed for the second. The Rules approved by the President provided that, after the first ballot, the ordinary Assembly Rules should prevail: namely, that in a second ballot only twice the number of candidates as were to be elected would be voted upon. M. Fernandes, supported by M. Adatci, held, however, that it was laid down in the Court Statute that the ballots should be taken on the full list of remaining candidates, and that this procedure should overrule the Assembly Rules. This view was sustained by 29 votes to 7.

As the result of the second ballot, Mr. John Bassett Moore (United States) was added to the nine Judges already selected by the Assembly, as he obtained the exact majority of 21 votes necessary.

For the eleventh and last place a third ballot was taken without giving a majority, as the votes were scattered amongst seven candidates. A fourth ballot proved equally inconclusive, though the list was appreciably narrowed. After adjournment for luncheon a fifth ballot was taken, when M. Huber received 22 votes, or the exact number necessary, as against 16 for M. Negulesco, 2 for M. Descamps, and 1 each for MM. Nyholm and Politis. This then completed the Assembly list of eleven.

In the meantime, the Council had drawn up its list and sent it to the Assembly in a sealed envelope. When the results were read, they showed that 9 Judges had obtained an absolute majority in both bodies, as follows:—

MM. Altamira (Spain).
Anzilotti (Italy).
Barboza (Brazil).
de Bustamante (Cuba).
Lord Finlay (Great Britain).
MM. Loder (Netherlands).
Moore (United States).
Oda (Japan).
Weiss (France).

It then became evident that the Assembly had proposed for the last two places MM. Alvarez (Chile) and Huber (Switzerland), and the Council MM. Nyholm (Denmark) and Descamps (Belgium). Both bodies, therefore, proceeded to another election in the hope that agreement might be reached between them. The Assembly at its first ballot chose MM. Nyholm and Huber, and when the Council selection was announced it was found that the Council also had agreed on these two men. They therefore were declared to be elected and the full list of titular Judges so filled.

The election of the four Deputy-Judges was then begun. As the result of three ballots, the Assembly selected MM. Alvarez (Chile), Negulesco (Roumania), Wang (China), and Yovanovitch (Yugo-Slavia). The Council thereupon notified the Assembly that it had chosen MM. Descamps (Belgium), Negulesco (Roumania), Wang (China), and Yovanovitch (Yugo-Slavia). Consequently, the following names common to both lists were declared elected:

MM. Negulesco (Roumania).
Wang (China).
Yovanovitch (Yugo-Slavia).

It then remained only to fill the fourth place. Three times the Assembly and the Council voted for this place, the former each time selecting M. Alvarez, and the latter Baron Descamps. As agreement seemed unlikely, the Assembly accepted the proposal of M. Branting and M. Adatci to invite the Council to appoint the Committee of Mediation provided for in the Court Statute to meet just such a deadlock. The next day the Assembly elected for this purpose MM. Zahle (Denmark), Motta (Switzerland), and van Swinderen (Holland), and the Council MM. Koo (China), Quiñones

de León (Spain), and Hymans (Belgium). The day following, the Committee unanimously recommended to the Assembly and the Council the choice of M. Beichman (Norway), and in the election which ensued both bodies followed the recommendation, thus completing the list of Deputy-Judges.

When this result had been announced, the President of the Assembly, M. van Karnebeek, pointed out that the League of Nations had succeeded where the second Peace Conference of 1907 had failed. More than 40 States, representing all parts of the globe, had united through an extremely ingenious system upon the choice of 15 eminent men, whose mission would be to carry out the highest form of justice known to history. He invited the Assembly to pay tribute to this historical event, which opened a new era in the life of the community of nations, and expressed the wish that the Court of Justice, by the wisdom and impartiality of its awards, may help to realise in international relations that ideal of right and justice which inspired the Covenant of the League of Nations.

Immediately afterwards the Judges and Deputy-Judges were informed by telegram of their election and asked to reply by telegram if they were able to accept. Within less than a week all 15 replied in the affirmative. A circular telegram was also sent by the Secretary-General to all States announcing the definite establishment of the Court, and plans were at once set under way for the first meeting and the formal constitution of the Court.

(c) Reduction of Armaments.

The question of the reduction of armaments was gone into at length. The Assembly, which had discussed the general question of armaments on several occasions during the debate on the work of the Council, had before it a detailed Report of the Temporary Mixed Commission on Armaments appointed by the First Assembly; studied carefully in its Third Committee the specific proposals made; and finally adopted a series of resolutions which were generally accepted as advancing the problem from discussion towards realisation.

Budgetary Control.

A Report was made to the Second Assembly on the responses to the resolution of the First Assembly, submitting to the Governments a proposal to agree not to exceed for the two following financial years the sum total of expenditure for the Military, Naval and Air Services of the Budget then in question. Though it was agreed that this enquiry had not given very conclusive results, nevertheless it was decided to circulate the recommendation again with a statement of the results achieved, in the hope that some countries might be prepared to go further than before.

Statistics.

As a practical step towards learning exactly what the armaments problem is, and towards mapping out a programme to meet it, which certain members of the Assembly felt could be done on a more satisfactory basis than that of budgetary control, the Assembly recommended that a statistical investigation be carried out with regard to the armaments of the various countries for the years 1913 and 1921. To this effect not only should all available public information, such as in parliamentary papers, be brought together, but the Governments should be asked to furnish for the years 1913 and 1921 their military, naval and air budgets, the general budget of all ministries, the reports of parliamentary debates, and any other publications on their armaments policy. The Assembly proposed also that each Government be asked to furnish a statement of the considerations it may wish to urge in regard to the requirements of its national security, its international obligations, its geographical situation and its special circumstances, with a special indication

of the police and military forces considered indispensable for the preservation of domestic order.

Private Manufacture of and Trade in Arms.

As the Covenant recognises that the private manufacture of arms involves evil consequences which, however, are not defined, and for which the Members of the League have agreed to find a remedy, the Assembly recommended first, that the Temporary Commission continue its investigations, so successfully begun, into this subject; and secondly, that the Council invite all Members of the League and other interested States not Members of the League to take part in an International Conference on the private manufacture of arms and also the trade in arms so far as has not been dealt with earlier. Though some members of the Assembly were anxious to fix the date for the Conference, it was decided to leave this question to the Council, with the recommendation that it be held before the next Assembly.

Arms Traffic.

The Assembly felt that the control of the International Traffic in Arms and Ammunition is an essential preliminary to any effective supervision of armaments, and that no international agreement for this purpose could be effective unless all important countries accept it. It therefore recommended that all States, whether or not Members of the League, be urged to sign the Arms Traffic Convention of St. Germain; that the importance of the subject be strongly urged on the forthcoming Conference on the Reduction of Armaments at Washington; and that, without prejudice to the Treaty of St. Germain, the Council prepare a Draft Protocol for excluding the import of arms and ammunition in time of peace from countries in which the traffic is uncontrolled. At the same time, the Assembly, recognising that the large stock of surplus munitions of war now existing constitute a very serious danger to peace and may, indeed, be held responsible for much of the fighting now going on, recommended that the Temporary Commission consider what steps can be taken to secure their destruction.

Poison Gas.

In view of statements recently made that inventions have been perfected since the war whereby wholesale destruction of the civilian population would be possible by the dropping of poisoned bombs and the like from the air, the Assembly raised the question as to whether the employment of these weapons would not be rendered impracticable by complete publicity for scientific researches in this domain. Consequently, the Temporary Mixed Commission was asked to consider whether an appeal should not be addressed to all scientific men, urging them to publish their discoveries in the hope that, having become public property, their use as weapons of war might be rendered improbable.

Final Conclusion.

The last part of the Report of the Third Commission, approved by the Assembly, gives such a broad description of the armaments situation and makes so specific a proposal that it is here quoted in full:

> " Valuable and important as the proposals are which have been discussed, it is nevertheless true that they do not touch the kernel of the question. If they were all carried out, only preliminary steps would have been taken towards the limitation of armaments. By Article 8 of the Covenant it is made the duty of the Council to ' formulate schemes ' for the reduction of armaments. No such scheme can yet be said to have been formulated. Doubtless there is much force in the contention that armaments can be effectively limited only when a world-condition of peace has been reached, and when the League has

become universal. But even this contention may be pressed too far. Complete peace has scarcely ever existed in the world, and cannot be expected in the immediate future. Few observers will deny that great steps might be taken towards the limitation of armaments in many of the principal countries if it were not for the existence of international fear and suspicion, depending not on present hostilities, but on the recollection of past wars. It is true that no complete scheme of reduction of armaments can be carried out without the co-operation of the United States, Germany and Russia. In particular, the naval strength of the first-named Power makes any scheme of naval disarmament impossible without her support, and it is for that reason, among others, that the Committee warmly welcomes the forthcoming Conference at Washington, and trusts that it may be fruitful in securing a large measure of reduction of armaments. But on the military side it must be observed that the army of the United States has been reduced to 120,000 men. German disarmament, whether complete or not, has proceeded a very considerable distance, and the armies of Russia have neither equipment nor discipline to be a very formidable force to any well-trained European army.

"There seems no reason indeed why the Council, in performance of the duty imposed upon them by the Covenant, should not lay down the general lines of a policy for the limitation of armaments. The Committee therefore think it desirable that the Temporary Commission should be specifically charged with the duty of preparing such a policy.

"It is clear that if, and when, this policy came to be put into effect by the acceptance of a definite scheme of reduction of armaments by the Governments of the Members of the League, this scheme might take the form either of a general Treaty, or of a series of regional Treaties, laying down in detailed stipulations the armed forces which each of the contracting parties undertakes not to exceed. There is no need here to go into the exact form which these Treaties would take. There are already in existence Treaties limiting the armaments of various countries, and possibly these might serve as a model. That, however, is a minor point. The principal thing is that the agreements which bring about the reduction of armaments would have to embody mutual undertakings, either as to the number of men to be maintained by the various countries, or as to the amount of money to be spent on the equipment, or as to both men and money. It is most important, in order to bring a concrete proposal before the attention of the peoples of the world, that the Temporary Mixed Commission should, after due consideration, draw up the general lines of some definite plan in accordance with which these agreements might be framed. It would be worth while for them to consider whether they could go so far as to propose a report, in the form of a model skeleton Treaty, which could be adapted to the requirements of the situation when the actual agreements came to be made."

(c) Mandates.

A long discussion took place during the Assembly on the question of Mandates. A Special Committee of the Sixth General Committee prepared a detailed Report, which recounted the recent developments as regards Mandates, and which was approved first by the full Committee and later by a resolution of the Assembly.

The Mandate situation had generally been admitted to be one both of great importance and of great difficulty, and there was therefore a considerable divergence of opinion. Though certain Members wished to press for an immediate definition of the Mandates, it was decided that, as negotiations between the Principal Allied Powers and the United States are still proceeding, there would seem no option to the Council but to give time for the conclusion of these negotiations before confirming the remaining Mandates.

As regards the 'A' Mandates, it was felt it would be premature to press for immediate action by the Council because of the non-ratification of the Treaty of Sèvres, but the 'B' Mandates were considered to be in a different category, as they are founded on the Treaty of Versailles, which had been ratified. Regarding Togoland and the Cameroons, it was felt desirable that the Council should, at the earliest possible moment, formally approve the application of the Mandate system thereto, and in particular adopt, in principle, the declaration signed by France and Great Britain at Paris on July 10th, 1919, as to the respective spheres to be placed under the authority of each Government.

Finally, the Assembly decided to invite the Council to send a Note to the Mandatory Powers to the effect that, while the Council has not felt able to proceed with the confirmation of the "B" Mandates till the conclusion of the negotiations now proceeding between those Powers and the United States, nevertheless the Council is satisfied that, generally speaking, the principles laid down in the Draft Mandates express the high object which the Covenant has in view, and that the Council has confidence that the Mandatory Powers will continue to administer the territories committed to their charge in the spirit of the Draft Mandates until the position shall have been definitely regularised. During the debates the British, French, and Belgian Representatives had stated that they would furnish the Permanent Mandates Commission with any information that it might require, and would raise no objection to examination by it of reports on the Mandated territories, even before the system were formally instituted.

(See Article in Mandates under "Council.")

(a) Amendments to the Covenant.

Many proposals for amendment of the Covenant had been submitted to the First Assembly; a special Committee on Amendments had sat both in London and Geneva during the year; and the Second Assembly devoted much time, especially in its Committee, to the policies involved.

A preliminary question arose from the fact that the Covenant makes no provision as to the method by which amendments should be submitted to the nations for their ratification. Certain Members of the Assembly believed that unanimity was required in that body; others that this would make amendment almost impossible and was obviously not the intention of the Covenant, which specifically provided for States refusing to ratify the amendments adopted. The Assembly unanimously agreed, however, that for the present Session no amendment should be passed unless it received a three-fourths majority of the Assembly, including all the Members of the Council, and that for the future an amendment to this effect should be incorporated in Article 26 of the Covenant.

As Article 26 provides that amendments shall be effective when ratified by all the Members of the Council and the majority of the Members of the Assembly, it was felt desirable to recommend two further amendments amplifying this procedure. The first specified that all the Members of the Council should be interpreted as those forming the Council when the vote was taken. Furthermore, it was decided that an amendment approved by the Assembly would remain without effect if it did not receive the required number of ratifications within 22 months after the vote of the Assembly, for it was felt to be desirable to hasten decisions as much as possible, and to prevent an amendment from standing on the record without being either accepted or rejected for more than two Assembly Sessions. Also the clause in Article 26, that a State shall cease to be a Member of the League if it signifies its dissent to an amendment formally ratified, was amplified so as to require a State so dissenting to notify its dissent within a year after the amendment becomes effective.

Beyond this, the Assembly accepted certain drafting changes in Articles 12, 13 and 15 of the Covenant, which have been necessitated by the establishment of the

Permanent Court of International Justice. In brief, they would give equal prominence to the process of "judicial settlement" as to that of arbitration as one of the methods enumerated in the Covenant for the settlement of disputes.

The amendments proposed by the Norwegian and Swedish Governments for the establishment of Permanent Commissions of Arbitration and Conciliation was not accepted, though the procedure of conciliation was approved as in conformity with the spirit of the Covenant, and the Council was invited to appoint a Committee to investigate the specific proposals made, with a view to formulating a body of rules Similarly, the Danish, Norwegian and Swedish proposals to render more absolute and more precise the obligation to resort to arbitration were not accepted, as it was felt desirable to leave to the parties to a dispute a free choice between various procedures of settlement, and not to impose compulsory arbitration.

What was considered the most important amendment offered, namely, the Canadian proposal for the elimination of Article 10, developed a wide divergence of views. The original Committee on Amendments had proposed a detailed interpretative resolution for adoption by the Assembly. It was decided, however, that owing to the widely different opinions expressed as to the legal bearing of Article 10 in its relationship to other Articles of the Covenant, and owing to the great strength of the legal and political arguments made both for and against it, the Assembly should postpone decision until its next Session, with the understanding that this proposal be decided before any other amendment.

The Czecho-Slovak amendment that agreements between a limited number of Members of the League might not only be approved by the League but should also be encouraged by it and initiated under its auspices was not accepted. Though the Committee on Amendments last summer approved a text along these lines, the Assembly felt that there was not yet occasion to amend Article 21, especially as the present text does not exclude the application of the ideas contained in the proposed amendment. At the same time, it drew attention to the fact that agreements tending to define or complete the engagements contained in the Covenant for the maintenance of peace or the promotion of international co-operation, may be regarded as of a nature likely to contribute to the progress of the League in the path of practical realisations.

The Argentine amendment, "that all sovereign States recognised by the Community of Nations be admitted to join the League of Nations in such a manner that if they do not become Members of the League this can only be the result of a voluntary decision on their part," was considered at length. It was recognised that the Argentine was actuated by the highest motives in proposing a clause which would unconditionally throw open the doors of the League to all States, but at the same time it was felt that the proposed amendment was not only admitted by its authors to be imperfect in drafting, but that it aimed at a radical transformation of the whole character of the League, and would require several other fundamental changes in the Covenant. Consequently, though certain of these difficulties might be met by textual changes, the Assembly reluctantly decided that, in view of the regrettable absence of the Argentine Delegation, and until the principle contained in its proposal could be accepted, any decision on the amendment proposed should be postponed.

Similarly, certain other less important proposals were not accepted. The Scandinavian proposal that the Assembly should meet annually at a fixed date, and that a certain number of Members of the League might convene a special Assembly at any other time was felt unnecessary, as adequate provision is already made to this end in the Assembly's Rules of Procedure. Also, it was felt unwise to propose any amendment to Article 1 as regards the admission or affiliation of small States with the League. The Colombian proposal that unanimity be not required for Assembly decisions developing Articles of the Covenant was withdrawn.

Finally, the Assembly, expressing its gratitude to the Committee on Amendments presided over by Mr. Balfour, requested the Council to resubmit to it the amendments adjourned or later received.

(For further amendments see Articles on The Economic Blockade, Registration of Treaties, Allocation of Expenses, and Non-Permanent Council Members.)

(e) Registration of Treaties.

The Assembly had before it the Report of a Special Jurists' Committee, as well as the comments of one of its own Committees thereon, as regards the scope and interpretation of Article 18 which, with the view of abolishing secret Treaties, provides that all Treaties to be binding must be registered with the League. It was generally agreed that the spirit of this Article was of extreme value to the whole idea of the League, but that the broadness of its scope made it difficult of fulfilment. It was therefore recommended to the Assembly that certain amendments be made, notably, excluding from the necessity of registration Treaties of a purely technical or administrative nature which have no bearing on international political relations, and instruments which consist merely of technical regulations, defining without in any way modifying, an instrument already registered or designed, to enable such an instrument to be carried into effect. At the same time, it was to be provided that if Treaties are registered within three months of the time when they are definitively concluded, the effect of the registration would date back to that time. Moreover, a series of draft regulations was suggested for approval by the Assembly, outlining various other detailed points of procedure.

When this Report came up in the full Assembly, it was pointed out that it had a very broad scope and might be open to an interpretation changing the obligation of Article 18 to a greater degree than contemplated. It was therefore suggested that, as the matter was not one in which haste was essential, a further consideration of the amendment be postponed until the Third Assembly, it being understood that, in the meantime, Members of the League would be at liberty to interpret their obligations under Article 18 in conformity with the proposals made. This resolution, however, was split into two halves, the first part about adjournment to the Third Assembly being unanimously adopted, and the second, giving the decisions arrived at a temporary validity, being defeated by failure of unanimity. In effect, therefore, the situation as regards Article 18 remains unchanged until the next Assembly.

(e) Economic Blockade.

The method of application of Article 16, whereby States Members of the League agree to declare an Economic Blockade against a State which goes to war in disregard of its engagements under Articles 12, 13 and 15 of the Covenant, was discussed at length by the First Assembly; formed the object of a study by the Special Blockade Commission in August; and was further analysed both in Committee and in full Session of the Second Assembly. As a result, a series of amendments to the Covenant were approved by the Assembly without dissent, subject to the prescribed ratification of all the Members of the Council and half the States represented in the Assembly. Pending that ratification, it was agreed that the amendments should constitute Rules for guidance, which the Assembly recommends as a provisional measure to the Council and the Members of the League as regards the application of Article 16.

The first amendment adopted made it clear that it was for the Council to give an opinion whether or not a breach of the Covenant had taken place, though it rests with each State to make its own final decision in this matter in so far as its

responsibilities are concerned. In deliberations on this question in the Council, the votes of Members of the League alleged to have resorted to war, and of Members against whom such action was directed, shall not be counted.

In order to secure identity of action, another amendment was accepted, to the effect that the Council will notify all Members of the League the date which it recommends for the application of the economic pressure under this Article. At the same time, the Council may, in the case of particular Members, postpone the coming into force of this measure for a specified period where it is satisfied that such postponement will facilitate the attainment of the objects desired, by preventing a Covenant-breaking State from declaring war, for example, and thus securing supplies in a small country, or if it is necessary to minimise the loss and inconvenience which will be caused to such Members.

Finally, an amendment was approved to the effect that the prohibition of all intercourse should be between persons residing in the territory of the States enforcing the blockade and persons residing in the territory of the Covenant-breaking State, and between persons residing in the territory of the Covenant-breaking State and persons residing in the territory of any other State, whether a Member of the League or not.

(g) Provisional Economic and Financial Committee.

A statement of the work of the Provisional Economic and Financial Committee to the month of August was contained in the Council's General Report to the Assembly, and two other long and detailed Committee Reports were communicated by the Council on the Session held at the beginning of September, one Report dealing with the Raw Materials question and the other with general considerations.

The Committee reported that they have been unable to find any short cut to economic reconstruction. Considering the world as a whole, they find that economically the fundamental remedy lies in the development of production and its systematic adaptation to meet post-war conditions; they call attention to the prejudicial effects of restrictions imposed upon the free movement of trade, and urge Governments to consider any policy of restriction from the international, and not merely from the purely national point of view. On the financial side, the Committee consider it would be premature to attempt international action for the stabilisation of currencies, and that the remedy for the disequilibrium of the exchanges must at present be sought in a more general and complete application of the financial principles laid down by the Brussels Conference.

The Assembly resolved to call the attention of the States Members to the general recommendations of the Committee, and approved the Committee's action and future programme of work. During the debate special stress was laid upon the importance of promoting the application of the financial principles of Brussels, and of developing methods of international credits suitable to the varying needs of different countries.

The Assembly considered it to be improbable that a general economic or financial conference would be found necessary in 1922, but limited conferences for the study of particular problems might be convoked. The constitution of a definitive economic and financial organisation was postponed for a year, in order that further experience may be obtained; in the meanwhile the present Committee will remain in office.

In addition to continuing the study of the questions mentioned in their Reports, the Committee will carry on the organisation of the International Credits Scheme, having regard to the needs of the various countries, and continue their work for the financial reconstruction of Austria. In this connection the Assembly adopted a resolution expressing its regret that the application of the scheme for the financial reconstruction of Austria has been prevented by obstacles which it hopes will soon be removed.

The Committee is also to execute certain special tasks entrusted to them by the Council, such as investigation of the financial position of Danzig. Moreover, an important item was added to their programme, viz., study, in co-operation with the

Transit Organisation, of the meaning and scope of the provision relating to "equitable treatment of commerce," contained in Article 23 (*e*) of the Covenant, a study which the Assembly hopes will lead to an early and general agreement on the subject.

In accordance with a recommendation of the Committee, the Assembly expressed the hope that every effort would be made to expedite the work of the various Commissions charged with the reallocation and interchange of rolling-stock and invited the Transit Organisation to consider the desirability of calling partial or regional conferences to promote the improvement of facilities between States whose transport systems have specially suffered from disorganisation.

Finally, the Assembly associated itself with the Council in adopting the Committee's recommendation that the League should, in principle, accept the function of nominating expert economic or financial advisers on the application of States desiring such assistance . It is unfortunately the case that certain of the States newly created after the war, which have as yet been unable to equip themselves with a trained personnel of administration, and which suffer in consequence from a lack of that technical advice on economic and financial matters which Governments of older States receive as a matter of course, are precisely the States which are faced with some of the most difficult economic and financial problems. It is felt that the League, acting through the Committee and the Council, may be able to perform useful work in assisting such States as apply to it for help in finding expert advisers on such technical matters.

(See Article on Raw Materials under "Council.")

(h). The Advisory Committee on Communications and Transit.

A detailed report was submitted to the Assembly on the steps so far taken, especially through the Barcelona Conference and the Advisory and Technical Committee for Communications and Transit, to provide for, and to guarantee, the maintenance of freedom of communications and transit as provided in Article 23 of the Covenant. The main objective of the work was described as the necessity for creating in the interests of international commerce a regime of legal guarantee, which would free it from the effects of political rivalries and economic reprisals, and assure it stability and continuity. This would be a step towards increasing the economic output of the world and rendering international friction less frequent.

The report described in detail the Barcelona Conference, which drew up the Conventions on Transit and on Navigable Waterways of International Concern, which have already been ratified by several Governments, and also the recommendations as to the International Régime of Ports and of Railways, as well as the regulations drawn up in conformity with the recommendations of the First Assembly for future conferences on communications and transit, and for the creation of the Advisory and Technical Committee.

The Report contained a series of resolutions which were adopted by the Assembly. The first provided that the General Conference on Communications and Transit shall meet as of right at the Seat of the League on the request of one-third of the Members of the League, though this number was later raised by an amendment of Sir George Perley (Canada) to one-half. A second resolution took note of the designation by the Advisory and Technical Committee of a railway expert, national of a Riparian State of the Danube, and invited it at its next Session to designate one, or more than one, other expert especially qualified in the different matters dealt with by this Committee and a national of another Riparian State of the Danube.

The progress already made through the League for the simplification of the formalities connected with the obtaining of passports and visas, the reduction of passport prices, and the unification of passport regulations, was also reported to the Assembly in an analysis of the Conference on Passports, Customs Formalities and

Through Tickets held in Paris in October, 1920. The Assembly noted with the keenest satisfaction that a number of States have already put into force part of these measures, and decided to draw the attention of all States which have not yet done so to the necessity of reconsidering the question and of informing the Secretary-General of the solution arrived at. The Assembly also proposed that States Members of the League should grant to the members of the various Committees of the League, during their period of office, every possible facility in the matter of passports, particularly as to visas and the period of validity.

(i) The Provisional Health Organisation.

The creation of the Health Organisation was discussed at length and a detailed resolution adopted. It was shown that the proposal of the Assembly last year, that the existing Office international d'Hygiène publique be placed under the direction of the League as the basis of a new and larger organisation, had not been possible of execution because of the refusal of the United States to give its consent thereto, but an arrangement had been made for the closest possible co-operation between the League Organisation and the Office International.

The Assembly decided, therefore, to accept the temporary organisation proposed by the Council, especially as the demands for international co-operation in health matters are more insistent to-day than ever before. The Provisional Health Organisation is therefore to comprise a Health Committee, the Secretariat of which is to be appointed by the Secretary-General of the League of Nations, to be responsible to him, and to be controlled by a Medical Director. At the same time, the Epidemic Commission of the League, which has already been active in combating epidemics now spreading over Europe and threatening to invade the rest of the world, is to form one section of the Health Organisation.

(j) International Statistics.

The question of the organisation of international statistics by the League was brought before the Assembly in two different reports from the Commission of Experts which met at Paris in October, 1920, and the Provisional Economic and Financial Committee. While it was recognised that there already exists a number of independent international institutions centralising and publishing statistics, that it was desirable to avoid all overlapping possible, and that the different organs of the League would have to handle statistics of all kinds in the execution of their duty, nevertheless a wide divergence of views as to methods was revealed.

The Commission of Experts drew up both a Majority and a Minority Report, which on being circulated to the Governments, brought the support of ten nations to the former and of six nations to the latter, with two nations making different proposals. The Majority Report suggested the creation of an International Commission of Statistics, in which the existing international bureaux should have a majority of members to advise the Council on all questions of statistics, and to make use of the work and experience of the existing institutions, and the latter, while proposing a Commission with a somewhat different composition, suggested the creation within the Secretariat of a Statistical Section, which should there bring about a great centralisation of statistical work.

The Provisional Economic and Financial Committee, in a Report on a related subject, held that it was not desirable that the League should undertake original statistical work unless in exceptional cases for definite objects, but that each Committee would entrust its Secretariat with the duty of collecting all necessary facts and figures, which, if published, should be published on the authority of the source rather than of the League.

This latter view-point was adopted by the Assembly, as it seemed satisfactorily to meet the League's need for statistics until such time as a final decision should have been taken by the Assembly as to the exact form of statistical organisation necessary. It was recommended that no central statistical section should be established within the Secretariat, but that duplication in any statistical work should be avoided by means of a small committee representing the various branches of the Secretariat concerned. It was also understood that the League would use data obtained from existing international statistical organisations, wherever possible, without affecting in any way their autonomy.

(k). Co-ordination of Intellectual Work.

The Assembly had before it two reports of the Secretariat and one of the Council on the International Organisation of Intellectual Work. One of the former gave a descriptive account of what the Union of International Associations at Brussels, comprising some 250 International Associations of different kinds, has accomplished in co-ordinating intellectual work in all its branches. This Union started an International University in 1920 to give advanced students of all countries a summer course on international subjects, has published some valuable documents, and has received certain support from the Council. As a private voluntary body much limited in its resources, it is not in a position, however, to renew its pre-war activities; while at the same time the need for the exchange of scientific information and a closer co-ordination in the field of intellectual activity is greater than ever before.

All international co-ordinative work of this sort was felt by the Assembly to be an essential corollary of any real association of nations. Owing, however, to the extent and intricacy of the problem, and to the delicate nature of any scheme touching upon the educational activities of the nations, the Assembly decided that, in order to approach the subject with proper care, it would for the moment be best to ask the Council to appoint a committee of twelve members, including both men and women, to examine the whole situation and to place a detailed report on the subject before the next Assembly.

(l). The Non-Permanent Members of the Council.

A series of suggested amendments as to the method of selection of the four non-permanent Members of the Council had been submitted to the First Assembly, and referred by it to the Committee on Amendments, which last summer decided to recommend to the Second Assembly certain changes in the Covenant.

After studying this Report, the Assembly adopted, for ratification by the States an amendment amplifying Article 4, by which the Assembly shall fix by a two-thirds majority rules relating to the selection of these non-permanent Members, and particularly as concerns terms of office and the conditions of re-eligibility. It was, however, not yet felt to be time to lay down precise rulings as regards the term of office and conditions of re-eligibility, in view of the fact that the composition of the Council would probably undergo modifications during the next Session.

As regards the election to be held this year, the Assembly accepted the reply received from the Council that the Council did not think it best at the present moment to exercise the right conferred on it in the Covenant of increasing, with the approbation of the Assembly, the number of non-permanent Members of the Council, but recommending that the terms of the four States now in office—Spain, Brazil, Belgium, and China, be extended for the year 1922. The Assembly adopted this view-point with the understanding that the non-permanent Members of the Council should in future be elected according to a system of restricted re-eligibility for a fixed period, and that when the new system is laid down next year the two terms of one year, for

which the present Members of the Council have already been elected, shall be taken into consideration, not only as regards the period of office for which any such members should serve if re-elected, but also as regards the conditions of re-eligibility.

The Assembly thereon proceeded to a vote, which resulted in the re-election of Brazil, Spain, Belgium, and China for the year 1922.

(m) The Secretariat and Labour Office.

The Assembly approved a detailed Report on the organisation and efficiency of the Secretariat and the International Labour Office prepared by its Fourth Committee on the basis of a previous Report of the Committee of Experts provided for by the First Assembly. The general scheme of organisation and the efficiency of both bodies were eloquently endorsed, and a recommendation made that they should not extend their proper sphere of activities, but should confine themselves to executing the decisions taken by the responsible League bodies without attempting to interpret them.

Though the high cost of living at Geneva was taken note of, the Assembly decided that the question of the Seat of the League was governed by other and more important considerations than the realisation of possible economies, and consequently made no definite recommendation thereto. It did, however, suggest that the meeting of the Council and other League bodies be normally held in Geneva.

The establishment, on the initiative of the various Governments, of national liaison bureaux in the great capitals was recommended as a means of co-ordinating and unifying relations of all kinds between the League and Government services. At the same time the step taken by the Secretariat to establish League branch offices in Paris and London was approved, as well as the proposal for a similar office in South America.

The salary scale proposed by the Committee of Experts, with the reduction of the minima and maxima in accordance with recent reductions made in the British Civil Service on which the League scale has been based, was also approved. An entertainment fund was authorised, the amount not to exceed the total of the sums voluntarily surrendered for this purpose by certain high officials of the Secretariat.

The status of the staff is to be regularised by a Statute, the main lines of which are laid down. Selection is to be made as far as possible in equitable proportion from the various States Members of the League. The higher officials are to be appointed for seven years without right of pension or gratuity on retirement; the intermediate categories for twenty-one; and the subordinate staff for twenty-eight, both the latter with gratuity on retirement. The general age limit is set at 55.

(n) Allocation of Expenses.

The question of the allocation of the expenses of the League amongst the various States Members was one of the most delicate faced by the Assembly. It was generally admitted that the system of allocation based on the Universal Postal Union was inequitable in many cases, but at the same time it was difficult to work out a new system which would be acceptable to all. To this end, however, a special committee had worked with great effort during the past year, presenting a Report which was minutely studied by the Fourth Committee.

As a result the Assembly adopted for ratification by the States Members of the League two amendments to Article 6 of the Covenant, the first providing that hereafter the expenses of the League shall be borne by the Members in the proportion decided by the Assembly, and the second laying down a new system of allocation to be applied from January 1st, 1922, until a revised allocation shall have been accepted by the Assembly. This allocation is as follows :

States	*Units payable*	*States*	*Units payable*
Albania	2	Japan	65
Albania	2	Japan	65
Argentine	35	Latvia	5
Austria	15	Liberia	2
Austria	2	Lithuania	5
Belgium	15	Luxemburg	2
Bolivia	5	Netherlands	15
Brazil	35	New Zealand	10
British Empire	90	Nicaragua	2
Bulgaria	10	Norway	10
Canada	35	Panama	2
Chile	15	Paraguay	2
China	65	Peru	10
Colombia	10	Persia	10
Costa Rica	2	Poland	15
Cuba	10	Portugal	10
Czecho-Slovakia	35	Salvador	2
Denmark	10	Roumania	35
Esthonia	5	Serb-Croat-Slovene State	35
Finland	5	Siam	10
France	90	South Africa	15
Greece	10	Spain	35
Guatemala	2	Sweden	15
Haiti	5	Switzerland	10
Honduras	2	Uruguay	10
India	65	Venezuela	5
Italy	65		

The Assembly also decided that, as the proposals of the Allocation Committee are still susceptible to improvements and adjustments after a more exhaustive investigation of the data, this Committee be reappointed by the Council with the request to submit a further report to the Assembly of 1923. Moreover, the Assembly recommended that it would be equitable that Members of the League which may have paid more under the existing scheme than called upon to pay under the new scheme, be given a refund from the surplus funds of the League without prejudice to the maintenance of the working capital account at its full authorised figure. Finally, no proposal for a modification of the allocation of expenses for the time being in force may be inserted in the Agenda unless it has been communicated to Members at least four months before the date for the opening of the Session.

(o) The Finances of the League.

The Budget for 1922 was approved by the Assembly after a most detailed study by its Fourth Committee, which went into every item of expenditure, and laid down a series of principles extending the rules of financial administration adopted by the First Assembly. The total Budget for the year 1922 was fixed at 20,748,455 gold francs, which, because of various economies, especially in capital expenditure and in the International Labour Office, was 501,555 gold francs less than the Budget for the previous year.

In order to secure a larger measure of financial control than previously exercised, the Assembly approved the creation of a Committee of Financial Control, consisting of from three to five members, one of whom at least should be a financial expert. This Committee would both examine the accounts for the previous financial year and investigate in detail the Budget for the ensuing year.

(p) Admission of New States.

Three States — Esthonia, Latvia, and Lithuania, were admitted to membership in the League on September 22nd without dissentient vote, thus bringing the total membership to 51 nations. Last year these three States, while not admitted to

full membership because of the uncertainty of their status, had been given the right to participate in the technical organisations of the League, and had taken advantage of this right during the past months.

Esthonia.

Esthonia, the first State to be considered, was reported by the Assembly Committee to have been recognised *de jure* by 20 States; to have a stable Government and fixed frontiers; to be governed under the form of a Republic with a Council of Ministers responsible to Parliament; to have military forces of 15,000 men, naval forces of 2 torpedo-boat destroyers, 7 gunboats, 2 patrol boats, and 15 trawlers, and air forces of 35 airplanes; and to have given a satisfactory declaration as to minorities. The Assembly therefore voted in favour of her admission by 36 votes, as against 12 absent or abstaining.

Latvia.

Latvia was reported to the Assembly as having been recognised *de jure* by 21 States; as having a stable Government and fixed frontiers; as having a free Government of a democratic-republican form, with an executive Ministry of 12 members and a legislative chamber of 102 members elected, by direct universal suffrage, with proportional representation; as having military forces of 20,000 men, possessing 10 airplanes, belonging to the army, but used for postal and commercial purposes, and as requesting permission to maintain in service 4 torpedo-boat destroyers, 4 submarines, and 1,500 mines, and to put into service 10 hydroplanes and 32 airplanes; and to have given a satisfactory declaration on the subject of minorities. The Assembly cast 38 votes in favour of her admission with 10 absent or abstaining.

Lithuania.

Lithuania was shown to have been recognised *de jure* by seven Governments and *de facto* by ten Governments; to have fixed frontiers, except as regards Poland; to have a democratic-republican form of government with the executive power vested in a President and a Ministry of eight members, and the legislative power in an Assembly composed of 112 members elected by direct equal suffrage with proportional representation; to have no navy, but four squadrons of aeroplanes, and military forces which, though increased during the past year, do not present an obstacle to Lithuania's admission to the League; and to have given satisfactory declarations as to the protection of minorities. The Committee, in approving the application, expressed the hope that Lithuania would continue to give proof of a spirit of conciliation in her dispute with Poland and accept the Council's recommendation.

The Assembly thereon voted in favour of Lithuania's admission by 36 votes, as against 12 absent or abstaining.

Hungary.

During the Assembly Session a letter was received from Count Apponyi, head of the Hungarian Delegation, requesting the Assembly to postpone taking a decision on Hungary's application for membership until its next Session, on the ground that controversies had arisen as to Article 71 of the Treaty of Trianon for the cession of certain territories to Austria and that, contrary to expectations, a settlement had not been reached. The Assembly voted to comply with this request and to place the question of Hungary's admission to the League on the Agenda of the next Session.

III. Political Questions.

(a) The Polish-Lithuanian Dispute.

In accordance with the Council resolution of September 20th, M. Hymans gave the Assembly a detailed explanation as to the negotiations between Poland and Lithuania.

M. de Milosz, Delegate of Lithuania, then stated that his country was ready to accept the recommendation voted by the Council on September 20th, as well as the Hymans project in broad outline, on condition of a certain number of important amendments to the latter project.

M. Askenazy, the Representative of Poland, insisted on the desire of the Polish Government to have the population of Vilna consulted. As a certain number of speakers, both in the Council and the Assembly, had insisted on the necessity for withdrawing the Polish General Zeligowski's troops from the contested territory, M. Askenazy furthermore declared in the name of the Polish Government that if the population of Vilna were assured of being able to express their opinion freely, General Zeligowski would not hesitate to withdraw his troops at once.

All the orators taking part in the discussion urged the Representatives of Poland and Lithuania to request their respective Governments to accept the draft agreement presented by M. Hymans. The general opinion was that this draft agreement, which had been deliberately and carefully drawn up after exhaustive enquiries and thorough discussion, constituted a perfectly equitable basis of agreement for the two countries, and should secure good relations between them in future.

Consequently, the Assembly unanimously adopted a resolution in which, after warmly congratulating M. Hymans on the skill and patience he had displayed in the service of peace, it assured the Council of its wholehearted support, and appealed to the wisdom and fraternal memories of the two peoples to conclude an agreement necessary both in their own interests and for the sake of the world's peace.

(h). Dispute between Bolivia and Chile.

The dispute between Bolivia and Chile came before the Second Assembly by reference from the First. On November 1st, 1920, the Bolivian Delegation to the First Assembly requested the League to consider the revision of the Treaty of Peace of October 20th, 1904, which closed the long truce which began in 1884, following the war between Bolivia and Peru on the one hand and Chile on the other. During the last days of the First Assembly Bolivia requested postponement of the question to the Second Assembly, while Chile claimed that the League was incompetent in the matter. A decision was reached, however, that the Provisional Agenda for 1921 would mention both the Bolivian demand and the fact that Chile had moved the previous question as to the inscription of such a demand on the Agenda.

When the case was brought before the Second Assembly, Bolivia based her argument on four reasons: that the Treaty had been imposed on her by force; that there had been failure to carry out certain fundamental articles which aimed at securing peace and for which Chile was to blame; that this state of affairs involved a permanent menace of war; and that as a result of the Treaty Bolivia is now entirely shut in and deprived of access to the sea.

Chile, on the other hand, maintained her position that the Assembly was incompetent to consider the question, on the two grounds that the proposal that Treaties can be revised by the Assembly is inadmissible and that Article 19 of the Covenant, which stipulates that the Assembly may advise reconsideration by Members of the League of Treaties which may become inapplicable, has no bearing on this case, since the Treaty in question is either executed or in process of execution, and that in any case such advice, even if tendered, may be refused.

Having heard the opinions of M. Edwards (Chile) and MM. Aramayo and Canelas (Bolivia), the Assembly postponed an immediate decision. In the meantime the legal questions involved were referred by the officers of the Assembly to a Committee of Jurists, composed of MM. Scialoja (Italy), Struycken (Netherlands), and Peralta (Costa Rica). This Committee reported on September 22nd as follows:—

> "In its present form the request of Bolivia is not in order, because the Assembly of the League of Nations cannot of itself modify any Treaty, the modifications of Treaties lying solely within the competence of Contracting States. That the Covenant, while insisting on scrupulous respect for all treaty

obligations in the dealing, of organised peoples with one another, by Article 19 confers on the Assembly the power to advise [the French word used in the Covenant is "inviter" — *i. e.* "to invite"] the consideration by Members of the League of certain Treaties or the consideration of certain international conditions. That such advice can only be given in cases where Treaties have become inapplicable, that is to say, when the state of affairs existing at the moment of their conclusion has subsequently undergone, either materially or morally, such radical changes that their application has ceased to be reasonably possible, or in cases of the existence of international conditions whose continuance might endanger the peace of the world."

On September 28th, M. Edwards (Chile) informed the Assembly that Chile accepted this decision, and was ready to negotiate direct with Bolivia in order to arrive at a satisfactory solution of the conflict. M. Aramayo (Bolivia) pointed out that, while Bolivia regretted the conclusion reached, they accepted it loyally, specially as they believed that the Jurists' Report was based on the very principles of their request, which did not aim at the revision of the Treaty by the Assembly, but merely at an enquiry as to whether the situation justified an invitation to the two States to a further consideration of the Treaty. Bolivia, however, reserved the right to bring the matter up at a later date.

Mr. Balfour (Great Britain) expressed pleasure that a solution acceptable to the two parties had been found, and said he hoped that direct negotiations between them might bring about a settlement. M. van Karnebeek, President of the Assembly, also expressed the pleasure of that body at the solution reached.

(c). Albania.

The question of Albania was brought before the Assembly in two different ways: the first by Albania herself in a reference to the Assembly regarding the decision of the Council not to examine the question of her frontiers in view of the fact that the Council of Ambassadors was already considering the question, and the second by reference from the Council itself of Albania's complaint against the occupation of certain territory by Serb-Croat-Slovene troops.

The Assembly agreed unanimously on two resolutions. The first, based on the understanding that the Principal Allied and Associated Powers were very near agreement on the question of the frontiers of Albania, recommended that Albania accept the decision to be laid down. The second, taking note of mutual charges against Serb-Croat-Slovene and Albanian nationals on the northern frontier, and of statements of serious unrest in Southern Albania and Northern Epirus, requested the Council forthwith to appoint a small committee of three impartial persons to proceed immediately to Albania and report fully on the execution of the decision of the Principal Allied and Associated Powers as soon as it is given and on any disturbances which may occur on or near the frontier of Albania.

(See Article under "Council.")

(d). Armenia.

The question of Armenia came before the Assembly again this year as last year and presented a most difficult problem because of the indefinite status of the Treaty of Sèvres, the unwillingness of any nation to accept a Mandate for Armenia, and the inaccessibility of the Turkish followers of Mustapha Kemal to the ordinary influences which the League could exercise. Nevertheless, as in the meantime the Principal Allied Powers had proposed to make provision in the revision of the Treaty of Sèvres

for a National Home for the Armenians, the Assembly passed a resolution urging the Council of the League to press upon the Principal Allied Powers the necessity of making provisions in that Treaty for safeguarding the future of Armenia, and in particular of providing the Armenians with a National Home entirely independent of Turkish rule.

(e) The Appeal of Austria.

In response to a question included amongst a long list of questions proposed by Lord Robert Cecil (South Africa) to the Secretary-General regarding the work of the Council, M. Spalaikovitch, principal Delegate of the Kingdom of the Serbs, Croats, and Slovenes, notified the League that his Government and that of Austria had agreed to enter forthwith into direct negotiations at Vienna as to Article 267 of the Treaty of St. Germain, and that a Royal Delegation was about to leave for Vienna for that purpose.

This dispute was originally brought before the Council by Austria on the ground that the Serb-Croat-Slovene State, contrary to the stipulations of Article 267, was continuing the sequestration and threatening the liquidation of the rights, property and interests of Austrian subjects in parts of Yugo-Slav territory which formerly belonged to the Austro-Hungarian Monarchy, if the payment of the debts of certain Austrian subjects was not effected in Yugo-Slav money. On the proposal of the Serb-Croat-Slovene Delegation, and with the full assent of the Austrian Representative, the Council adjourned its discussion in favour of direct diplomatic negotiations between the Governments. It is these negotiations that are now to begin.

(f) Eastern Galicia.

The Canadian Delegation brought forward a proposal that the Assembly recommend that the Council of the League draw the attention of the Principal Allied and Associated Powers to the expediency of an early settlement of the status of Eastern Galicia. The Delegation pointed out that this problem should be settled as soon as possible, as the existence of so large a territory with an undefined status constituted a source of trouble to the world, and that Canada was all the more anxious to see the question settled as there was a numerous and very worthy Galician population in Canada, especially Ukrainians. It was recognised that the Treaty of St. Germain entrusted the determination of the sovereignty of Eastern Galicia to the Principal Allied and Associated Powers, and that the Assembly could not go further in these circumstances than the passage of a recommendation. This view-point was accepted, and the resolution passed with unanimity.

IV. Humanitarian and Social Questions.

(a) The Russian Famine.

Dr. Nansen, who had been appointed High Commissioner for the Relief of the Famine in Russia by the Joint Conference which met in Geneva in August, called, on the initiative of the Czecho-Slovak Government, by the Comité international de la Croix-Rouge and the League of Red Cross Societies, proposed that the Assembly address an appeal to the Governments for official credits to finance the relief work in Russia. Dr. Nansen estimated that unless Government Relief Credits were furnished, between twenty and thirty million people would die of famine in Russia within a few months, as the catastrophe there was far too great

to be dealt with adequately by private charity. He brought out that, though Mr. Hoover's organisation was feeding three million Russian children, and the "Save the Children Fund" in Great Britain were willing to feed a quarter of a million more; though the Pope had given one million lire, and the Second International at Amsterdam ten million marks; and though the Governments of Sweden, Norway, Esthonia, Latvia and Lithuania had all done something, only a small part of the misery with which Russia was faced could thus be mitigated, and it was essential that a sum of £5,000,000 be made available to save the situation before Christmas.

The Assembly was informed, however, that since the Geneva Red Cross Conference, the Allied and Associated Powers had taken up the question of Russian relief and had appointed an International Relief Committee, which had already met twice and which had summoned a Conference to meet in Brussels on October 6th. Moreover, during the Assembly Session several Governments gave notice that they could not, under present circumstances, grant official credits.

The Assembly, therefore, passed a series of resolutions to the effect that it considered it an urgent necessity to combat the famine in Russia; that all efforts should be encouraged which aim at alleviating it; that the Governments of all countries should interest themselves in the efforts of their national associations and grant them the greatest possible material and moral support, and that private organisations should effect the closest co-ordination in order that the efficacy of the common endeavour might be assured. The Assembly, noting the Conference called for Brussels, expressed the hope that the Governments might consider the most expedient means of coping with the financial difficulties, and made a special recommendation that Governments should accord gifts in kind from the liquidation of war stocks. A resolution was also agreed to that the Epidemics Committee of the League be invited to co-operate in the campaign against infectious diseases in Russia and the Caucasus.

Moreover, the President of the Assembly was requested to transmit to His Holiness Pope Benedict XV a copy of the four resolutions above mentioned, in the hope that he may find therein a proof of the profound appreciation with which the League of Nations received the message in which His Holiness drew the attention of the Representatives of the Governments assembled in Geneva to the unhappy plight of the famine-stricken areas in Russia, and the urgency of alleviating their misery and rendering them assistance.

Finally, as regards the question of official credits and the agreement made by Dr. Nansen with the Soviet Governement, the following resolutions were adopted:

> " 1. That, in view of the statements made by Members of the Committee on behalf of their Governments to the effect that these Governments did not think that under present circumstances they could grant official credits, the Assembly is of opinion that this fact settles for the time being this side of the matter, and disengages the possible responsibility of the League of Nations.
>
> " Nevertheless, the League does not disinterest itself in so grave a problem and in the efforts which are being made to solve it. It will rest with the Council of the League to take up the question should circumstances so demand, and should it consider that its intervention could prove both useful and effective.
>
> " 2. The Assembly has not sufficient information as to the influences by which the Soviet Government is moved, or as to the conditions under which they are working; but it considers that Dr. Nansen's successful repatriation of prisoners of war augurs well for any enterprise he may be prepared to undertake for the relief of famine-stricken regions in Armenia, Azerbaidjan, Georgia, and Russia."

(c). Opium.

As the result of action initiated by the First Assembly as to the opium traffic, the Second Assembly had before it a detailed Report by the Advisory Committee, together with the resolution of the Council based thereon. The Assembly decided

to approve four paragraphs of the Council's resolution to the effect that all States Members and some not Members of the League be invited to sign or ratify the Opium Convention of 1912 as soon as possible; that Governments parties to this Convention be invited to adopt the procedure that every application for the export of the drugs specified in Chapter III of the Convention be accompanied by a certificate from the Government of the importing country, certifying that the import is approved by that Government and required for legitimate purposes; and that the attention of those contracting parties having treaties with China be invited to the provisions of Article 15 of the Convention in order that the most effective steps possible be taken to prevent the contraband trade in opium and other dangerous drugs. To this last list the Assembly added the name of China itself, and adopted paragraph 6 of the Council's resolution, having received a statement from the Chinese Representative that China had already begun an enquiry into this question, and would be disposed to make the results available to the League.

In addition, the Assembly adopted a certain number of recommendations which, with certain additions and modifications, mainly followed the Council's resolution. In regard to the proposed enquiry to determine approximately the average requirements of the drugs specified in Chapter III of the Opium Convention for medical and other legitimate purposes in different countries, the Assembly concurred in the Council's resolution on the understanding that the enquiries undertaken would be of a scientific character, and when applying to any particular country would be made through, or with the consent of, the Government concerned. It also recommended that the Council invite the different Governments to furnish, in addition to the official annual report, any information concerning the illicit production, manufacture or trade in opium or other dangerous drugs which they think likely to be useful. The Council was also requested to consider whether all nations specially concerned in either the growth or manufacture of opium or other dangerous drugs should not be represented on its Advisory Committee.

The Assembly also approved the Council's resolution " that in view of the world-wide interest in the attitude of the League towards the opium question, and of the general desire to reduce and restrict the cultivation and production of opium to strictly medicinal and scientific purposes, the Advisory Committee be requested to consider and report, at its next meeting, on the possibility of instituting an enquiry to determine approximately the average requirements of raw and prepared opium specified in Chapters I and II of the Convention for medicinal and scientific purposes in different countries. " On the statement of the Indian Delegate, however, that the Indian population is, throughout vast areas, without adequate medical assistance, and therefore habitually takes opium in small doses as a prophylactic or an effective remedy against the diseases with which some of these regions are constantly infected, the Assembly recommended that the word " strictly " be omitted, and the word " legitimate " be substituted for " medicinal and scientific "; also that reference to " prepared opium " was recommended to be omitted on the ground that its complete suppression is already provided for in the Convention.

Finally, the Assembly recommended that the Council request the Advisory Committee to include in its investigations not only the drugs mentioned in the Convention of 1912, but also dangerous drugs of whatever origin which produce similar effects, and to advise as to the desirability of convoking a further international conference to draw up a Convention for the suppression of the abuse of such drugs. It was pointed out that the sale and consumption of drugs of mineral or chemical origin are not covered by the Hague Convention of 1912, though their abuses are now threatening the West as opium has threatened the East.

(c) Typhus in Poland.

A detailed Report was submitted to the Assembly as to the work of the League in helping to combat typhus and other diseases in Eastern Europe. It was shown that, despite the fact that only £ 126,000 of the £ 220,000 promised by Members of

the Assembly last year had been paid in, the Epidemics Commission of the League had been able to give very effective assistance to the Polish Authorities in combating the spread of disease continuously threatened from Russia. Because of the shortness of funds it had been necessary to abandon the original plan for sending out an appreciable foreign personnel, and concentrate on assisting the Polish Government through personnel and material largely at hand. Nevertheless, the opinion was expressed that the help of the League had been invaluable, and that if sufficient funds were forthcoming it should be extended all along the Russian frontier through Esthonia, Latvia, Northern Lithuania and Southern Roumania in order to form a wide cordon against the epidemics which are certain to come out of Russia for some years. Consequently, the Assembly recommended that the work of the Epidemics Commission be carried on and extended to other countries in so far as the Council might see fit, and that with this object in view the President of the Council address a special appeal to the Members of the League to obtain their generous financial assistance, and to request those States which have not yet been able to pay the contribution they promised to do so with the least possible delay.

(d). Prisoners of War.

Dr. Nansen, who had been entrusted by the Council over a year ago with the repatriation of prisoners of war, many of whom had suffered for as much as six years from hunger, disease, cold, bad accommodation, lack of clothing and mental anguish, read to the Assembly a detailed Report of his work, and was congratulated by the President, M. van Karnebeek, on behalf of the Assembly, for the results achieved. Dr. Nansen stated that he had secured from certain Governments represented on the International Committee of Relief Credits, at first Denmark, Sweden, Norway, Switzerland, and Holland, and later Great Britain and France, credits totalling £ 400,000, against which approximately 380,000 men had been returned to their families, many of them from the most remote parts of the Russian Empire, where communication, was exceedingly difficult.

Dr. Nansen expressed his gratitude, not only to the Governments which had helped him to overcome the many political and financial difficulties of the problem, but also to the American Red Cross and other organisations co-operating with it; to the International Committee of the Red Cross, and to the German and Soviet Governments. As an instance of the international character of the work, Dr. Nansen read the following list of persons just landed from the last transport in the Black Sea:

500 women and children.	123 Austrians.
452 Czecho-Slovakians.	116 Yugo-Slavs.
282 Hungarians.	30 Italians.
215 Germans.	11 Belgians.
183 Roumanians.	3 English.
142 Poles.	2 Bulgarians.
	1 Swiss.

He concluded his statement with the following summarisation of the repatriation efforts:—

> " This is indeed international work. It is indeed a true work of reconciliation. It is work worthy of the highest humanitarian ideals of the League. And it is not only humanitarian in its significance and importance. It demonstrates that the League is an international machine which can be used for the carrying out of complicated executive duties for which the coo-peration of a large number of Governments is essential; it proves that the League can carry out such work rapidly, efficiently, and at an infinitesimal cost. I believe that it will be remembered for long years to come in many homes in Central Europe

and elsewhere that the Council of the League did not shirk the mute appeal of these hundreds of thousands of suffering men, in spite of the immense difficulties with which they knew the problem to be surrounded. "

(e) Suppression of the Traffic in Women and Children.

A Draft International Convention for the Suppression of the Traffic in Women and Children was placed before the Assembly by its Fifth Committee, and led to a protracted debate as to the procedure to be followed.

On the one hand, it was stated that the Assembly not only should take immediate action because of the humanitarian purposes in view, but that it was fully justified in approving a Draft Convention. It was pointed out that the Covenant entrusts the League with the supervision of the execution of agreements affecting this traffic; that the Assembly last year took definite steps to that end; that an International Conference of 34 nations had met under the League in June; and that the Draft Convention as now proposed had been found by jurists to be legally identical with the Final Act approved by that Conference and circulated to all Governments. In view of all this preparation, therefore, and of the desirability of not postponing action on a principle on which all nations were in accord, it was urged that the Assembly should proceed at once to the acceptance of the Draft Convention.

On the other hand, it was pointed out that it was not in any way apparent in the debates in the Conference on the Traffic in Women and Children that that Conference had an International Convention in mind; that, moreover, the text proposed did not conform entirely with the recommendations of the Conference, in that it neglected the principle of the equality of protection to be accorded to all women regardless of their race and colour; that it would be better to consult the Governments in order that they themselves might decide if it seemed best to them to contract this Convention, or whether they desired to suggest modifications permitting notably an immediate and more general application to the colonies as well as to the metropolitan territories; that, indeed, it might be a very dangerous precedent for the League of Nations to adopt by the simple deposit of a project during the course of the Assembly, and by a simple vote of the Assembly without previous study by any Government, a Draft Convention to be submitted immediately to the signature of the States Members of the League; and that therefore the proposal was made that the text be sent to the Governments, which would be given two months in which to express their opinion.

After a long debate, both in Committee and in full Assembly, this latter view-point was rejected by 25 votes to 8, with 18 Delegates absent or abstaining. The former view-point was then adopted by 29 votes, with 22 States absent or abstaining. The Assembly therefore adopted the following recommendation:

" The Assembly, having taken into consideration the Final Act of the Conference of Geneva on the Traffic in Women and Children approved by the Council, expresses the wish that those of its provisions which require conventional form be adopted in that form by the Members of the League with the least possible delay. For this purpose the Assembly recommend that the Delegates who have the necessary full powers to sign the draft Convention annexed should sign it without delay, and that those who do not yet possess them be invited to communicate immediately with their respective Governments in order to obtain the necessary powers to sign. "

This Draft Convention aims to amplify the previous Conventions of 1904 and 1910, which the Contracting Parties, in case they have not done so, agree to ratify or adhere to as soon as possible. They would also agree to take all measures to discover and prosecute persons engaged in or attempting to engage in the traffic;

to extradite convicted persons; and to protect women and children seeking employment in another country or travelling on emigrant ships, not only at the points of departure and arrival, but also during the journey. The age of consent in the 1910 Convention is changed from twenty-one completed years age of to twenty. The abolition of the term "White Slave Traffic" will permit of the questions touching coloured women being dealt with in the future under the terms of the Convention, which also is the first which deals directly with "Child Traffic" by a special clause.

During and after the Assembly the following eighteen States signed the Convention: Albania, Australia, Austria, Canada, Chile, British Empire, Esthonia, Italy, Japan, Latvia, Lithuania, New Zealand, Norway, Persia, Portugal, Siam, South Africa, and Switzerland.

(f) Deportations in Asia Minor.

A tragic Report by the Commission of Enquiry on the Deportation of Women and Children in Turkey, Asia Minor, and the neighbouring territories, set up by the First Assembly, was read and adopted by the Second Assembly. The Commission had consisted of Dr. Kennedy and Miss Emma Cushman for Constantinople, and Miss Jeppe for Aleppo, the first-named giving verbal testimony at Geneva.

It was brought out that rape, violence and fraud have all been employed in these districts in carrying off women and children to captivity and degradation, and that thousands of women, mostly young, have been rudely torn from their homes and imprisoned in harems, into which it is almost impossible to penetrate. The Greek Delegate estimated that 300,000 Greek women and children have been so detained; the Armenian Patriarch was said to possess documents proving that 50 per cent. of the children at present in Turkish orphanages are Armenian; and the British High Commission reported that some 2,300 children have been rescued from Mussulman houses.

The Assembly decided that there should be appointed in Constantinople a Commissioner of the League of Nations, whose appointment should be officially notified to the Allied and Associated High Commissioners, the representatives of other countries, the Turkish Government, and the ecclesiastical authorities of the deported populations, namely, the Greek and Armenian Patriarchs; that France, Great Britain and Italy should be asked to instruct their High Commissioners to form themselves into a committee to aid the Commissioner; that there should also be established under the Commissioner a mixed Board to deal with the reclamation of women and children; that the "Neutral House" at Constantinople for the temporary reception and examination of women and children should be reorganised under the direct management of the Commission of Enquiry, and that further Neutral Houses should be opened as circumstances permit.

Third Part — ASSEMBLY RESOLUTIONS

(These versions not being definitive, the Resolutions may be subject to slight modification.)

1. Procedure of the Assembly.

Rules of Procedure of the Assembly.

1. That the following paragraph be added to Rule 4 of the Rules of Procedure of the Assembly:—

"No proposal for a modification of the allocation of expenses for the time being in force shall be inserted in the Agenda, unless it has been communicated to the Members of the League at least four months before the date fixed for the opening of the Session."

2. That the following provision shall be added to the second paragraph of Rule 14 of the Rules of Procedure of the Assembly:—

"Resolutions involving expenditure shall not, however, be voted by the Assembly before the Financial Committee has expressed its opinion on the advisability of the proposed expenditure with regard to general budgetary resources."

3. That Rule 20 of the Rules of Procedure of the Assembly shall be amended to read as follows:—

"The Assembly shall vote by 'Appel Nominal', except when the Members of the League of Nations represented at the meeting agree that the method of voting shall be by heads of Delegations rising in their seats, and except in the cases provided for in Rule 21. The 'Appel Nominal' shall be taken in one of the following manners, as the Assembly may decide:—

"(*a*) The name of each Delegation shall be called, and one of its members shall reply 'Yes,' 'No' or 'Not voting.' The result of the vote shall be recorded and announced to the Assembly; or

"(*b*) The Delegation... etc." (as in the second paragraph of Rule 20).

Appointment of a Committee to consider Motions submitted to the Assembly.

The Assembly resolves that a Committee be appointed to advise the Assembly, should occasion arise, as to the inclusion in the agenda of motions submitted during the session.

2. Organisation of the League.

Permanent Court of International Justice.

The Assembly, in accordance with Article 7 of the Statute of the Permanent Court of International Justice, and notwithstanding Article 21 of its Rules of Procedure, decides that the candidates whose names are included in the list drawn up by the Secretariat, in accordance with Article 7 of the Statute, shall be eligible for election at any ballot held by the Assembly in the course of the same sitting.

Reduction of Armaments.

The Assembly thanks M. Branting, Chairman of the Third Committee, and the Rapporteur, Lord Robert Cecil, for their valuable work. It is convinced of the urgent necessity of passing beyond the stage of the enunciation of principles and of proceeding to carry them into practical effect. The Assembly therefore approves the report and the following resolutions submitted by the Third Committee with reference to the reduction of armaments: —

1. That it is desirable that the Temporary Mixed Commission should be asked to continue the work which it has begun.

2. That the Temporary Mixed Commission be asked to make proposals on general lines for the reduction of national armaments which, in order to secure precision, should be in the form of a draft treaty or other equally definite plan, to be presented to the Council, if possible, before the Assembly next year.

In order to enable the Temporary Mixed Commission to accomplish this task, the Council should be asked to strengthen the Temporary Mixed Commission.

3. That a statistical investigation be made with regard to the armaments of the various countries upon the lines indicated in the body of the Report of the Third Committee.

4. That the Temporary Mixed Commission be requested to continue the examination of the question of the private manufacture of armaments and the trade in arms.

5. That the Council be requested to invite all the Members of the League and interested States which are not Members of the League to take part in an International Conference on the private manufacture of arms and the trade in arms, which should meet as soon as possible at a date to be fixed under the responsibility of the Council. It is considered highly desirable that this date should be prior to the next session of the Assembly.

The Temporary Mixed Commission should be entrusted with the task of preparing the programme of the Conference and of submitting to it a draft Convention.

6. That the urgent importance of ratifying the Convention at the earliest possible moment be strongly impressed on all the States signatories to the Arms Traffic Convention of St. Germain, whether Members of the League of Nations or not, and that at the same time all non-signatory States be invited to adhere to the Convention.

The Assembly expresses its earnest desire that the importance of this subject may be strongly urged at the forthcoming Conference on Disarmament at Washington.

7. The Assembly, taking note of the view expressed in the Report of the Temporary Mixed Commission on the Reduction of Armaments with regard to the desirability of making provision for excluding the import of arms and ammunition in time of peace from countries in which the traffic is uncontrolled, invites the Council to prepare a draft protocol for this purpose for the consideration of the various Governments. At the same time, it expresses the earnest hope that this procedure will not in any way be permitted to delay the general ratification of the Convention of St. Germain.

The steps that may eventually have to be taken for the destruction of the surplus stocks of munitions may be considered by the Temporary Mixed Commission.

8. That, subject to the conditions set out in the recommendation of the First Assembly, the recommendation that Members of the League should undertake not to exceed for the next two financial years following the present year the sum total of expenditure on military, naval and air forces provided for in the budget of that year, be again forwarded to all Members of the League, together with a statement showing the replies already received to this recommendation.

9. That the Temporary Mixed Commission be asked to examine — in consultation with the Permanent Advisory Commission — whether it is advisable to address an appeal to the scientific men of the world to publish their discoveries in poison gas and similar subjects, so as to minimise the likelihood of their being used in any future war.

10. That it is desirable that propaganda in favour of the reduction of armaments, as contemplated in the Covenant, should be carried out with earnestness and conviction among all nations.

11. In pursuance of the third Resolution of the First Assembly, the Assembly is of opinion that the Secretariat should be asked to complete the organisation of the Section of the Secretariat dealing with the question of the reduction of armaments, and that this Section should have a directorship of its own, or other equivalent official organisation, quite separate from and, if necessary, in addition to, those already proposed by the Fourth Committee of the Assembly.

Mandates.

The Assembly, having considered the report (A. 105, 1921) of September 19th, 1921, addressed by the Sub-Committee on Mandates to Committee No. VI and endorsed by that Committee, resolves to approve the terms of that report.

Conditions of voting on, and ratification of, Amendments to the Covenant.

1. *Recommendation.*

In order immediately to meet the objections expressed by certain Delegates with regard to the procedure permitting the Assembly to vote amendments by a majority, the Assembly recommends to the delegations that no Resolution of amendment shall be passed during this session unless it receives a three-fourths majority, in which there shall be included the votes of all the Members of the Council represented at the meeting.

2. *Procedure.*

The Assembly considers that it is most desirable that the vote on the proposed Amendment to Article 26 shall be unanimous, in order that this vote may have all the authority that can be wished.

3. *Resolution of Amendment to Article 26.*

Article 26 of the Covenant shall read as follows:—

" Amendments to the present Covenant the text of which shall have been voted by the Assembly by a three-fourths majority, in which there shall be included the votes of all the Members of the Council represented at the meeting, will take effect when ratified by the Members of the League whose Representatives composed the Council when the vote was taken, and by the majority of those whose Representatives form the Assembly.

" If the required number of ratifications shall not have been obtained within twenty-two months after the vote of the Assembly, the proposed amendment shall remain without effect.

" The Secretary-General shall inform the Members of the taking effect of an amendment.

" Any Member of the League which has not at that time ratified the amendment is free to notify the Secretary-General within a year of its refusal to accept it, but in that case it shall cease to be a Member of the League. "

Proposed Amendment to Article 1 of the Covenant.

The Assembly :

Having noted the amendment to Article 1 of the Covenant proposed by the Argentine Delegation on December 4th, 1920;

While appreciating the high motives which inspired the Argentine Republic in proposing this amendment;

Resolves that, in view of the regrettable absence of the Delegation of the Argentine Republic, and until the principle contained in its proposal can be accepted, any decision on the amendment moved by the Argentine Republic be postponed.

Proposed Amendments to Article 3 of the Covenant.

The Assembly takes note that, in view of the considerations brought forward in the report of the Committee on Amendments and in the report of the First Committee of the Assembly, the Danish, Norwegian and Swedish Governments withdraw their proposed amendments to Article 3 of the Covenant.

Proposal regarding Article 5 of the Covenant.

The Assembly takes note that, in view of the considerations brought forward in the Report of its First Committee, the Colombian and Netherlands Governments withdraw their proposed amendments to Article 5 of the Covenant.

Proposal regarding Article 10 of the Covenant.

Whereas a motion has been submitted by the Canadian Delegation for the striking out of Article 10 of the Covenant;

Whereas widely different opinions have been expressed with regard to the legal bearing of this Article and its relationship to the other Articles of the Covenant, especially to Articles 12 to 17;

And whereas the legal and political arguments made both in favour of and against the striking out of Article 10 are of great weight;

The Assembly postpones the continuation of the examination of the proposal and the decision until its next Session, and recommends that this proposal be decided before any other amendment.

Proposed Amendments to Article 13 of the Covenant.

The Assembly :

Having considered the report of the First Committee on the amendments to Article 13 of the Covenant proposed by the Danish, Norwegian and Swedish Governments:

Decides that these amendments be not adopted.

Proposed Amendments to Articles 12 and 15 of the Covenant.

The Assembly :

Having noted the amendments to Articles 12 and 15 of the Covenant proposed by the Norwegian and Swedish Governments introducing an obligation for all the Members of the League to establish permanent commissions of arbitration and conciliation, in such a manner that there would be one for each State, for the investigation of disputes between that Member and each of the other Members;

Decides :

1. Not to adopt the amendments to Articles 12 and 15 proposed by the Norwegian and Swedish Governments;

2. To express its approval of the procedure of conciliation in conformity with the spirit of the Covenant ;

3. To invite the Council to appoint a Committee for the purpose of investigating the procedure of conciliation as outlined in the amendments put forward by the Norwegian and Swedish Governments, with a view to the formulation of a body of rules on the subject. That Committee would submit its report to the Council, at a date which would enable the latter to present its conclusions at the next Session of the Assembly.

Proposal regarding Article 21 of the Covenant.

The Assembly :

Having taken into consideration the report of its First Committee on the amendments to Article 21 of the Covenant proposed by the Governments of China and Czecho-Slovakia;

Decides :

That Article 21 shall be retained in its present form ;

And takes note of the view expressed by the Committee that agreements between Members of the League tending to define or complete the engagements contained in the Covenant for the maintenance of peace or the promotion of international co-operation, may be regarded as of a nature likely to contribute to the progress of the League in the path of practical realisations.

Such agreements may also be negotiated under the auspices of the League of Nations, for example, in special conferences, with its assistance.

Committee on Amendments to the Covenant.

The Assembly, highly appreciating the work of the Committee on Amendments, which, under the able chairmanship of Mr. Balfour, has done the preparatory work for the proceedings of the First Committee, agrees that the Council can further refer to the consideration of this Committee the draft amendments which have been adjourned, also the proposed amendments which may be submitted to the next Assembly.

Situation of Small States.

The Assembly, having considered the report of its First Committee, which had been requested to consider whether, and in what manner, it would be possible to attach to the League of Nations sovereign States which, by reason of their small size, could not be admitted as ordinary Members:—

Decides that:—

In view of the difficulty of laying down in advance the conditions for the admission of these States, the different situations of which might necessitate different regulations: —

And in view of the possibility of associating immediately, to a great extent, the interested States in the work of the Assembly, without giving them membership:

It is preferable to await the results of experience in this collaboration, before expressing an opinion upon the methods by which they might be admitted to the League.

Registration of Treaties.

The Assembly, taking note of the proposal for the amendment of Article 18 contained in the Report of the First Committee decides to adjourn further consideration of this amendment until the third Assembly.

The Economic Weapon.

I.

The Assembly adopts the following resolutions: —

1. Subject to the special provisions of Article 17, the economic measures referred to in Article 16 shall be applicable only in the specific case referred to in this Article.

2. The unilateral action of the defaulting State cannot create a state of war: it merely entitles the other Members of the League to resort to acts of war or to declare themselves in a state of war with the Covenant-breaking State; but it is in accordance with the spirit of the Covenant that the League of Nations should attempt, at least at the outset, to avoid war, and to restore peace by economic pressure.

3. It is the duty of each Member of the League to decide for itself whether a breach of the Covenant has been committed. The fulfilment of their duties under Article 16 is required from Members of the League by the express terms of the Covenant, and they cannot neglect them without breach of their Treaty obligations.

4. All cases of breach of Covenant under Article 16 shall be referred to the Council as a matter of urgency at the request of any Member of the League. Further, if a breach of Covenant be committed, or if there arise a danger of such breach being committed, the Secretary-General shall at once give notice thereof to all the Members of the Council. Upon receipt of such a request by a Member of the League, or of such a notice by the Secretary-General, the Council will meet as soon as possible. The Council shall summon representatives of the parties to the conflict and of all States which are neighbours of the defaulting State, or which normally maintain close economic relations with it, or whose co-operation would be especially valuable for the application of Article 16.

5. If the Council is of opinion that a State has been guilty of a breach of Covenant, the Minutes of the meeting at which that opinion is arrived at shall be immediately sent to all Members of the League, accompanied by a statement of reasons and by an invitation to take action accordingly. The fullest publicity shall be given to this decision.

6. For the purpose of assisting it to enforce Article 16, the Council may, if it thinks fit, be assisted by a *technical* Committee. This Committee will remain in permanent session as soon as the action decided on is taken, and may include, if desirable, representatives of the States specially affected.

7. The Council should fix the date on which the enforcement of economic pressure, under Article 16, is to be begun, and should give notice of that date to all the Members of the League.

8. All States must be treated alike as regards the application of the measures of economic pressure, with the following reservations:—

(a) It may be necessary to recommend the execution of special measures by certain States;

(b) If it is thought desirable to postpone, wholly or partially, in the case of certain States, the effective application of the economic sanctions laid down in Article 16, such postponement shall not be permitted except in so far as it is desirable for the success of the common plan of action, or reduces to a minimum the losses and embarrassments which may be entailed in the case of certain Members of the League by the application of the sanctions.

9. It is not possible to decide beforehand, and in detail, the various measures of an economic, commercial and financial nature to be taken in each case where economic pressure is to be applied.

When the case arises, the Council shall recommend to the Members of the League a plan for joint action.

10. The interruption of diplomatic relations shall, in the first place, be limited to the withdrawal of the heads of Missions.

11. Consular relations may possibly be maintained.

12. For the purposes of the severance of relations between persons belonging to the Covenant-breaking State and persons belonging to other States Members of the League, the test should be residence and not nationality.

13. In cases of prolonged application of economic pressure, measures of increasing stringency may be taken. The cutting off of the food supplies of the civil population of the defaulting State shall be regarded as an extremely drastic measure which shall only be applied if the other measures available are clearly inadequate.

14. Correspondence and all other methods of communication shall be subjected to special regulations.

15. Humanitarian relations shall be continued.

16. Efforts shall be made to arrive at arrangements which will ensure the co-operation of States non-Members of the League in the measures to be taken.

17. In special circumstances and in support of economic measures to be taken it may become advisable: (*a*) to establish an effective blockade of the seaboard of the Covenant-breaking State; (*b*) to entrust to some Members of the League the execution of the blockade operations.

18. The Council shall urge upon all the States Members of the League that their Governments should take the necessary preparatory measures, above all of a legislative character, to enable them to enforce at short notice the necessary measures of economic pressure.

II.

The Assembly resolves that:

1. The latter part of the first paragraph of Article 16 of the Covenant shall read as follows:

> "...which hereby undertake immediately to subject it to the severance of all trade or financial relations, the prohibition of all intercourse between persons residing in their territory and persons residing in the territory of the Covenant-breaking State, and the prevention of all financial, commercial or personal intercourse between persons residing in the territory of the Covenant-breaking State and persons residing in the territory of any other State, whether a Member of the League or not."

2. The second paragraph of Article 16 shall read as follows:

> "It is for the Council to give an opinion whether or not a breach of the Covenant has taken place. In deliberations on this question in the Council, the votes of Members of the League alleged to have resorted to war and of Members against whom such action was directed shall not be counted."

3. The third paragraph of Article 16 shall read as follows:

> "The Council will notify to all Members of the League the date which it recommends for the application of the economic pressure under this Article."

4. The fourth paragraph of Article 16 shall read as follows:

> "Nevertheless, the Council may, in the case of particular Members, postpone the coming into force of any of these measures for a specified period where it is satisfied that such a postponement will facilitate the attainment of the object of the measures referred to in the preceding paragraph, or that it is necessary in order to minimise the loss and inconvenience which will be caused to such Members."

III.

The resolutions and the proposals for amendments to Article 16 which have been adopted by the Assembly shall, so long as the amendments have not been put in force in the form required by the Covenant, constitute rules for guidance which the Assembly recommends, as a provisional measure, to the Council and to the Members of the League in connection with the application of Article 16.

The Provisional Economic and Financial Committee.

Whereas, the Assembly *has considered*: —

(*a*) The section of the "Report to the Second Assembly on the work of the Council and on the measures taken to execute the decisions of the First Assembly" which deals with the work of the Provisional Economic and Financial Committee since its entry upon its functions until the session of August-September, 1921;

(*b*) The Report presented to the Council by the Provisional Economic and Financial Committee upon its work during the session held at Geneva in August-September, 1921, which has been communicated to the Assembly by the Council;

(*c*) The Report dealing with "Certain Aspects of the Raw Materials Problem" presented by the Economic Section of the Provisional Economic and Financial Committee in accordance with the Council's Resolution of October 27th, 1920, which has also been communicated to the Assembly by the Council:

And has noted with satisfaction the following decisions taken by the Council on September 19th and 21st, 1921:—

1. The Assembly notes that the constitution of a definitive Economic and Financial Advisory Committee, as contemplated by the Resolution of the first Assembly dated December 9th, 1920, on the economic organisation of the League, is not imperative during the forthcoming year, in view of the fact that the Provisional Economic and Financial Committee will continue its work till the next Assembly, as provided in the Council's Resolution of September 19th, 1921.

2. The Assembly notes that it is of the greatest importance that the Provisional Economic and Financial Committee should carry out the programme of work indicated in the Reports mentioned above, including the study of the following questions: double taxation, the monetary situation, unfair competition, monopolies, distribution of raw materials, unification of legislation relating to bills of exchange, commercial methods designed to obviate the risks arising from fluctuations of the exchanges.

3. The Assembly notes that the Council has requested the Provisional Economic and Financial Committee to consider and report upon the meaning and scope of the provision relating to the equitable treatment of commerce contained in Article 23 *(e)* of the Covenant. Taking account of the wishes formulated by the Conference of Barcelona, the Assembly expresses the confident hope that the Committee will direct and pursue its work, in co-operation with the Advisory and Technical Committee on Communications and Transit, in the manner best calculated to facilitate the earliest and most general application possible of the principle in question.

4. The Assembly notes that the Council, with the advice of the Provisional Economic and Financial Committee, will entertain any application that may be received from States which feel the need of technical advisers on financial or economic administration.

5. The Assembly agrees that it will probably not be necessary to convoke at an early date a general Conference for the study of the principal financial and economic questions; it approves the proposal whereby the Council, if it considers it desirable, may, with the advice of the Provisional Economic and Financial Committee, convoke restricted consultative conferences for the examination of special problems.

6. The Assembly regrets that the work of the reconstruction of the finances of Austria, in which the Provisional Economic and Financial Committee has been called upon to co-operate, has been delayed for reasons which it hopes will shortly be removed.

7. The Assembly, having had brought to its notice the continuing gravity of the exchange crisis and its dangerous effects upon the economic position and the conditions of labour of the working classes, invites the Provisional Economic and Financial Committee

to carry on urgently its enquiries from various Governments as to the measures taken to ensure the application of the Resolutions of the Brussels Conference; the Assembly further invites the Committee to investigate, in accordance with the Governments' suggestions and as speedily as may be, all practical proposals which may be made for the completest possible application of these Resolutions.

In particular, the Assembly agrees to the proposal that the work of organising the International Credits Scheme should be pursued in the manner set out in the Report submitted by the Provisional Economic and Financial Committee to the Council.

The Committee is further invited to consider, as a matter of urgency, the measures necessary for the adaptation of the system of international credits to the various situations of different countries.

8. The Assembly commends to the consideration of the Members of the League the general conclusions of the Report on "Certain Aspects of the Raw Materials Problem," including those calling attention to the effects that may be produced on the economic life of other countries by artificial restrictions and duties on the export of essential raw materials.

9. The Assembly, recognising the intimate connection between the restoration of transport facilities and the supply and distribution of raw materials, expresses the earnest hope that every effort will be made to expedite the work of the various Commissions charged with such matters as re-allocation and interchange of rolling-stock in certain parts of Europe.

10. The Assembly invites the Advisory and Technical Committee on Communications and Transit to consider the desirability of action being taken, under the provision which empowers the Council to call partial or regional Conferences to consider special matters, with a view to promoting the improvement of facilities for intercommunication and transport between those States whose transport systems have specially suffered from disorganisation.

Report of the Advisory and Technical Committee on Communications and Transit.

1. Without prejudice to the terms of paragraph 4 of Section 1 of the Resolution of December 9th, 1920, relating to the Organisation for Communications and Transit, the general Conferences on Communications and Transit shall meet, as of right, at the seat of the League on the request of one-half of the Members of the League. Such request shall be addressed to the Secretary-General of the League, and the object and the Agenda of the Conference shall be attached to the request. It shall be the duty of the Secretary-General of the League to convene the Conference.

2. *The Assembly*, having been informed of the Report of the Advisory and Technical Committee for Communications and Transit on the action taken by the Governments with regard to the resolutions adopted by the Conference on Passports, Customs Formalities and Through Tickets which was held in Paris, October, 1920, observed with the keenest satisfaction that a certain number of States have already put into force part of the measures — so important for international relations, and unanimously recommended by this Conference — tending towards the simplification of the formalities connected with the obtaining of passports and visas, the reduction of passport prices, and the unification of passport regulations.

The Assembly draws the attention of all States which have not yet been able to adopt the recommendations of the Conference to the necessity of reconsidering the question, and of informing the Secretary-General of the League of Nations of the solution ultimately reached.

3. *The Assembly* proposes that the Members of the League of Nations should grant to the members of the various Committees of the League, during their period of office, every possible facility in the matter of passports, particularly with regard to the regulations affecting visas and the period of their validity.

4. *The Assembly* takes note of the designation by the Advisory and Technical Committee for Communications and Transit of a railway expert (national of a Riparian State of the Danube), and invites the Committee to proceed also, in its next session, to the designation of one or more than one other expert, specially qualified in the different matters dealt with by this Committee and nationals of other Riparian States of the Danube.

International Health Organisation.

The Assembly notes the measures taken by the Council to carry out so far as possible the Resolution of the Assembly of December 10th, 1920, concerning the Health Organisation of the League of Nations.

In pursuance of the Covenant of the League of Nations and in order to facilitate the discharge by the League of the humanitarian duties and responsibilities which are placed upon it by the various treaties of peace and its own Resolutions, and pending the possibility of creating the Health Organisation contemplated by the Resolution of December 10th, 1920, the Assembly of the League of Nations adopts in the following form the recommendations submitted to it by the Council:

1. The Health Organisation of the League shall provisionally comprise a Health Committee which shall be entrusted with the functions detailed in the report of the Provisional Health Committee as adopted by the Council. The Secretariat of this Organisation shall be appointed by the Secretary-General of the League and be responsible to him, and shall be placed under a Medical Director.

The Assembly, in view of the urgency of the present international health situation, and, subject to consideration of a report to be submitted at the next session of the Assembly, accepts the constitution of the Provisional Health Committee proposed by the Council. But this decision is without prejudice to the power of the Assembly, admitted last year, to regulate the constitution of important standing committees of the League.

In view of the increasing importance of questions of health which more especially concern women, the Assembly invites the Council to take into consideration at an opportune moment the question of strengthening the Committee by including a medical woman, experienced in public health matters, qualified to advise on such questions.

2. The Epidemic Commission of the League of Nations shall form one Section of the Health Organisation.

Organisation of International Statistics.

The Assembly:

1. Commends to the Technical Organisations of the League the conclusions of the Provisional Economic and Financial Committee for the purpose of avoiding overlapping in the enquiries undertaken by the various Sections. At the same time, it invites the co-operation of the International Labour Office in the matter.

Nothing in this resolution shall prejudice any decision on the organisation of statistical work.

2. Decides that statistics in the scientific sense will not be undertaken by the League as long as the question of the organisation of international statistics has not been decided, and that this question is entirely deferred until the next session.

3. It is understood that the League of Nations will make use, wherever expedient, of the data obtainable from existing international statistical offices and organisations without affecting in any way their autonomy.

The title of the *Bulletin* published by the League should indicate that it does not contain original statistics, but consists of figures collected from other statistical sources.

Co-ordination of Intellectual Work.

The Assembly approves the draft resolution put forward by M. Léon Bourgeois in the name of the Council : namely, the nomination by the Council of a Committee to examine international questions regarding intellectual co-operation, this Committee to consist of not more than 12 members and to contain both men and women.

The non-permanent Members of the Council.

1. *The Assembly* takes note of the conclusions of its First Committee:—

(*a*) that the non-permanent Members of the Council should, in future, be elected according to a system of rotation for a fixed period and that the Assembly should this year renew for the year 1922 the appointment of the present Members;

(*b*) that, in the absence of any decision with regard to the number of the non-permanent Members of the Council, it is inexpedient to lay down precise rulings in consideration of the fact that, at the election held next year, account will be taken,

both as regards the determination of the entire period of office for each Member, and as regards the conditions of re-eligibility, of the period already spent in office as the result of previous elections.

2. *Resolution of Amendment to Article* 4.

The Assembly resolves that the following paragraph shall be inserted between the second and third paragraphs of Article 4:—

"The Assembly shall fix by a two-thirds majority the rules dealing with the election of the non-permanent Members of the Council, and particularly such regulations as relate to their term of office and the conditions of re-eligibility."

Organisation of the Permanent Secretariat and of the International Labour Office.

The Assembly, having taken note of the Report of the Fourth Committee, approves the views there set forth and expresses its gratitude to M. Noblemaire and his colleagues of the Committee of Experts for their arduous and most useful work.

Allocation of Expenses of the League.

1. *Resolutions of Amendments to Article* 6 *of the Covenant.*

The Assembly resolves:—

1. That the last paragraph of Article 6 of the Covenant should be replaced by the following paragraph:

"The expenses of the League shall be borne by the Members of the League in the proportion decided by the Assembly."

2. That the following paragraph shall be added to Article 6 of the Covenant as amended:

"The allocation of the expenses of the League set out in Annex 3 shall be applied as from January 1st, 1922, until a revised allocation has come into force after adoption by the Assembly."

3. That the following shall be inserted in the Annex to the Covenant:—

States	Units payable	States	Units payable
Albania	2	Japan	65
Argentine	35	Latvia	5
Australia	15	Liberia	2
Austria	2	Lithuania	5
Belgium	15	Luxemburg	2
Bolivia	5	Netherlands	15
Brazil	35	New Zealand	10
British Empire	90	Nicaragua	2
Bulgaria	10	Norway	10
Canada	35	Panama	2
Chile	15	Paraguay	2
China	65	Peru	10
Colombia	10	Persia	10
Costa Rica	2	Poland	15
Cuba	10	Portugal	10
Czecho-Slovakia	35	Salvador	2
Denmark	10	Roumania	35
Esthonia	5	Serb-Croat-Slovene State	35
Finland	5	Siam	10
France	90	South Africa	15
Greece	10	Spain	35
Guatemala	2	Sweden	15
Haiti	5	Switzerland	10
Honduras	2	Uruguay	10
India	65	Venezuela	5
Italy	65		

II. *Recommendation* 1.

The Assembly recommends that, when a revised scheme of allocation of the expenses of the League has been adopted after consideration of the fresh recommendations of the Expert Committee, Members of the League which may, with effect from January 1st, 1921, and up to the year for which the revised scheme is adopted, have paid more than they are called upon to pay under the operation of such scheme, should be entitled to a refund of the excess amount paid.

Such refund shall be made as surplus funds accrue and without prejudice to the maintenance of the working capital account of the League at its full normal figure.

Recommendation 2.

The Assembly, recognising that the proposals of the Expert Committee (A. 40. 1921) still susceptible of improvements and adjustments after a more exhaustive investigation of the data, recommends that this Committee, so ably presided over by M. Reveillaud, be reappointed by the Council to continue its work and, after taking account of the various factors not yet fully examined, to submit a further report indicating such modifications of the allocation provisionally accepted as it may deem equitable.

III. *Resolution.*

In order to provide for the carrying out of the above decision, the Secretary-General is instructed to include the sum of 15,000 gold francs in the Budget of the League for the fourth fiscal period (1922) it being understood, however, that, before any of the said appropriation be expended, a detailed estimate shall be submitted to the Council of the League and shall be approved by it.

IV. *Recommendation.*

The Assembly recommends the Council to see that the Committee charged with preparing a final scheme of the allocation of expenses shall present this table to the Assembly of 1923.

V. *Resolution.*

The Assembly resolves that the following paragraph shall be added to Article IV of the Rules of Procedure of the Assembly:—

> "No proposal for a modification of the allocation of expenses for the time being in force shall be inserted in the Agenda, unless it has been communicated to Members at least four months before the date fixed for the opening of the Session."

Financial Administration of the League.

Recommendation I.

The Assembly requests the Council to continue to regulate the finances of the League of Nations in the spirit of the principles contained in the Assembly Recommendation of December 17th, 1920, as modified by the following Articles, and by the recommendations laid down in the Report of the Fourth Committee on the administration of the finances of the League of Nations. Further, the Assembly requests the Council to prepare, for the annual session of the Assembly of 1922, a final resolution regarding the administration of the finances of the League of Nations.

Article 1.

The Assembly recommends the Council to appoint a Committee of Control of three or five members, one of whom at least shall be a financial expert. The Council shall select the Committee from amongst the Members of the League of Nations in such a way as to include Members of the League which are not represented on the Council.

Draft Budgets and other documents contemplated in Articles 1 and 2 of the Recommendation adopted on December 17th, 1920, shall be submitted to the Committee of Control before being submitted to the Council. The Draft Budget of the International Labour Organisation shall be laid before the Committee of Control by four members of the Governing Body, two of whom might be selected from the delegates of Governments, one from employers' delegates and one from the workers' delegates. The Governing Body shall decide whether the Director or Deputy-Director of the International Labour Office shall be added to the Delegation.

A representative of the Governing Body shall be authorised to attend, in an advisory capacity, any meetings of the Assembly that deal with the Budget. It is, of course, understood that the representative in question cannot rise to speak except on the invitation of the President.

The Appropriation Officers, whether members of the Secretariat or of the International Labour Office, shall be responsible to the Committee of Control.

Article 2.

Article 6 of Recommendation II adopted by the first Assembly on December 17th, 1920, shall read as follows:—

"Expenditure can only be incurred by virtue of a warrant signed by the Secretary-General or one of his deputies duly authorised thereto. This warrant shall mention the fiscal period and the appropriation to which the expenditure is charged, and cannot be given until the official appointed for the purpose (Appropriation Officer) has certified that the proposed expenditure is represented in the Budget by a corresponding credit. Unforeseen expenditure, however, can only be incurred under Article 25 of the general budget for 1922 if it is authorised by a special Resolution of the Council, which must be immediately communicated to all the Members of the League of Nations. During the year 1922 transfers from one item to another of the same chapter can be effected by virtue of a special Resolution of the Council, which must be immediately communicated to all the Members of the League of Nations."

Article 3.

The following sentence shall be added to Article 7 of Recommendation II adopted by the First Assembly:—

"Additions to this fund, which may not exceed 5,000,000 gold francs, cannot be made except with the approval of the Assembly. If the fund exceeds 5,000,000 gold francs, the excess shall be carried forward to the credit of the next financial period. The International Labour Organisation may continue to obtain, if necessary, assistance from the Working Capital Fund proportionately to its budget."

Article 4.

Insert in Article 9 of Recommendation II adopted by the First Assembly, after the word "auditors," "and to the Committee of Control."

Article 5.

Article 10 of Recommendation II adopted by the First Assembly shall read as follows:

"Three months before the annual session of the Assembly, the Committee of Control and the auditors shall present to the Council, or in the case of the International Labour Organisation, to the Governing Body, a joint report on the correctness, etc."

Recommendation II,

The resolution of the Council of September 2nd, 1921, authorising the Secretary-General to request the States which are not Members of the League of Nations but which form part of the technical organisations of the League, to pay their share of the expenses of the technical organisations in which they participate, from the beginning of the fourth financial year of the League (1902), should be incorporated in the final regulations of the financial administration of the League.

Resolution I.

In virtue of Article 12 of Recommendation II of the First Assembly on the administration of the finances of the League of Nations, the Assembly of the League of Nations finally passes the expenditure and income accounts for the second fiscal period, terminating on December 31st, 1920.

Resolution II.

The Assembly of the League of Nations, in accordance with Article 4 of Recommendation II, adopted by the First Assembly, on the administration of the finances of the League of Nations, accepts for the fiscal period 1922, the General Budget of the League and the Budget of the International Labour Office, which will be published in the *Official Journal.*

Admission of Hungary to the League.

The Assembly having noted a letter dated September 26th, 1921, sent by the Head of the Hungarian Delegation in the name of his Government, and requesting the Assembly to be good enough to postpone its decision on the request for the admission of Hungary and all procedure relative thereto, to its next Session,

Resolves to accede to this request and to place the question of the admission of Hungary into the League on the agenda of its next Session.

3. Political Questions.

Dispute between Lithuania and Poland.

The Assembly, having heard the explanation of M. Hymans on the dispute between Poland and Lithuania, and having taken note of the resolution of the Council of September 20th, expresses its warm appreciation of the skill and patience displayed by M. Hymans in the cause of peace, and thanks the Council for its action and assures it of the full support of the Assembly.

Appealing to their wisdom and to their common memories of the past, the Assembly calls upon the two peoples to reach an agreement, which is as necessary for them as for the peace of the world.

Albania.

1. *The Assembly*, having considered the appeal of Albania to the Assembly, dated June 29th, 1921, and the reference by the Council to the Assembly of the allegation by Albania against the Serb-Croat-Slovene State, dated September 2nd, 1921;

Recognising the sovereignty and independence of Albania as established by her admission to the League;

Taking note of the fact that the Serb-Croat-Slovene State and Greece have recognised the Principal Allied and Associated Powers as the appropriate body to settle the frontiers of Albania;

Understanding that the Principal Allied and Associated Powers are very near agreement on the question submitted to them:

Recommends Albania now to accept the forthcoming decision of the Principal Allied and Associated Powers.

2. The Assembly, further, taking note of the allegations of Albania against nationals of the Serb-Croat-Slovene State and of the allegations of the Serb-Croat-Slovene State against certain tribes and individuals in Albania;

Taking note, also, of statements made that there is serious unrest in Southern Albania and Northern Epirus:

Requests the Council forthwith to appoint a Commission of three impartial persons, to proceed immediately to Albania and to report fully on the execution of the decision of the Principal Allied and Associated Powers, as soon as it is given, and on any disturbances which may occur on or near the frontier of Albania. The Commission should have power to appoint observers, or other officials, being impartial persons, to enable it to discharge its functions.

3. In order to provide for the carrying out of the above decision, the Secretary-General is instructed to include the sum of 100,000 gold francs in the budget of the League for the fourth fiscal period (1922), it being understood, however, that, before any of the said appropriation be expended, a detailed estimate shall be submitted to the Council of the League, and shall be approved by it.

Armenia.

Seeing that the First Assembly on November 18th, 1920, entrusted the Council with the duty of safeguarding the future of Armenia ;

And that the Council on February 25th, 1921, while holding that the situation in Asia Minor made action for the time being impossible, entrusted the Secretary-General with the duty of watching developments in Armenian affairs with a view to procuring subsequent decisions by the Council ;

And that in the meantime the Supreme Council, in the revision of the Treaty of Sèvres, proposed to make provision for a National Home for the Armenians ;

Seeing, further, the probable imminence of a Peace Treaty between Turkey and the Allied Powers at no distant date ;

The Assembly urges the Council to press upon the Supreme Council of the Allies the necessity of making provisions in this Treaty for safeguarding the future of Armenia, and in particular of providing the Armenians with a National Home entirely independent of Turkish rule.

Status of Eastern Galicia.

The Assembly expresses the wish that the Council of the League draw the attention of the Principal Allied and Associated Powers to the desirability of determining, at an early date, the status of Eastern Galicia.

4. Humanitarian and Social Questions.

Relief Work in Russia.

After having heard the Report of its Committee and the statement by Dr. Nansen — to whose activity and devotion it is happy to pay tribute — and after having taken note of the generous appeal of His Holiness Pope Benedict XV, on behalf of the famine-stricken regions of Russia, *the Assembly* of the League of Nations adopts the following Resolutions:

1. The Assembly considers it an urgent necessity to combat the famine in Russia; it further considers that all efforts should be encouraged which, like the Geneva Conference, aim at alleviating this scourge.

The Assembly addresses a pressing appeal to private organisations in order that the efficacy of the common endeavour may be assured by a close co-ordination of all the efforts devoted to this cause.

The Assembly further expresses a desire that the Governments of all countries may interest themselves in the efforts of their national associations and should grant them, to the greatest possible extent, such material and moral support as they may need.

2. The Assembly considers that relief work should be extended to include all the regions of former Russia which are visited by famine without forgetting the populations of the territories of the Republics of Armenia, Georgia and Azerbaidjan.

3. The Assembly has not sufficient information as to the influences by which the Soviet Government are moved or the conditions under which they are working, but it considers that Dr. Nansen's successful repatriation of prisoners of war augurs well for any enterprise he may be prepared to undertake for the relief of famine-stricken regions in Armenia, Azerbaidjan, Georgia and Russia.

4. In view of the statements made by members of the Committee on behalf of the Governments to the effect that these Governments do not think that under present circumstances they can grant official credits, the Assembly is of opinion that this fact settles for the time being this side of the matter, and disengages the possible responsibility of the League of Nations.

Nevertheless, the League does not disinterest itself in so grave a problem and in the efforts which are being made to solve it. It will rest with the Council of the League to take up the question, should circumstances so demand and should it consider that its intervention could prove both useful and effective.

5. The Assembly notes that an International Conference has been summoned to meet at Brussels on October 6th in order to consider the problem of the famine raging in Russia and the means of remedying it by the concerted action of Governments and private associations.

The Assembly expresses the hope that the authorised representatives of the Governments may consider the most expedient means of coping with the financial difficulties of this problem. Amongst the forms of relief which the Governments might afford, the Assembly would urge the importance of gifts in kind from the liquidation of war stocks.

6. The Assembly considers that the Committee of the League of Nations formed to combat epidemics should be invited to co-operate with the associations which have undertaken the campaign against infectious diseases in Russia and the Caucasus.

7. The President of the Assembly is requested to transmit to His Holiness Pope Benedict XV a copy of resolutions mentioned above in the hope that he may find therein a proof of the profound appreciation, with which the League of Nations received the message in which His Holiness begged to draw the attention of the representatives of the Governments assembled in Geneva to the unhappy plight of the famine-stricken areas in Russia and to the urgency of alleviating and rendering them assistance.

The Assembly takes this opportunity of expressing to His Holiness its warmest gratitude for so generous an action, which manifests once again the anxiety with which His Holiness ever proceeds in the alleviation of all suffering.

Traffic in Opium.

I. *The Assembly* concurs in paragraphs 1, 2, 4 and 5 of the Resolution adopted by the Council of June 28th, 1921, as follows:—

1. That States which are Members of the League and have not signed or ratified the International Opium Convention be invited to do so as soon as possible.

2. That the Netherlands Government be requested to continue its efforts to secure ratification of the International Opium Convention by those States which are not Members of the League.

3. (Paragraph 4 of the Resolution of the Council).

That, in order to carry out the obligations under Articles 3 and 5 and under Article 13 of the International Opium Convention, the Governments which are parties to the Convention be invited to adopt the following procedure:—

„ Every application for the export to an importer of a supply of any of the substances to which the Convention applies shall be accompanied by a certificate from the Government of the importing country that the import of the consignment in question is approved by that Government and is required for legitimate purposes.

" In the case of drugs to which Chapter III of the Convention applies, the certificate shall state specifically that they are required solely for medicinal or scientific purposes."

4. (Paragraph 5 of the Resolution of the Council.)

That the special attention of the Contracting Powers having Treaties with China be invited to the provisions of Article 15 of the International Opium Convention, so that the most effective steps possible should be taken to prevent the contraband trade in opium and other dangerous drugs.

II. *The Assembly* confirms the second recommendation passed by the Advisory Committee on Traffic in Opium during its session of May 2nd-5th, 1921, as follows:—

5. That a report should be made annually to the League by each country which is a party to the Convention, on the execution in its territory of the provisions of the Convention with statistics of production, manufacture and trade.

III. *The Assembly* adopts the following additional recommendations presented by its Fifth Committee:—

6. The Assembly concurs in paragraph 3 of the Council's Resolution of June 28th, 1921, on the understanding that the enquiries undertaken will be of a scientific character and that, when they apply specifically to any particular country, they will be made through, or with the consent of, the Government of that country.

7. The Assembly recommends to the Council that, in paragraph 5 of the latter's resolution dated June 28th, 1921, it should also draw the attention of the Government of China to Article 15 of the International Opium Convention.

8. The Assembly recommends to the Council that the enquiry referred to in paragraph 7 of the latter's resolution dated June 28th, 1921, should be extended to include all opium the consumption of which may be considered legitimate, and that to this end the word " strictly " be omitted, and the word " legitimate " be substituetd for " medicinal and scientific. " It further recommends to the Council the omission of the reference to prepared opium, that is to say, to opium prepared for purposes of smoking, the complete suppression of which is provided for in Chapter II of the Convention.

9. The Assembly recommends to the Council that the different Governments be invited, where they see no objection, to furnish to the Secretariat, in addition to the official annual report, any information concerning the illicit production, manufacture or trade

in opium, or other dangerous drugs, which they think likely to be useful to the League in the execution of its task.

10. The Assembly recommends the Council to consider whether all nations specially concerned in either the growth or manufacture of opium or other dangerous drugs should not be represented on its Advisory Committee.

11. The Assembly urges those States Members of the League [1] which have not yet signed and ratified the Opium Convention to do so as soon as possible.

12. In order to facilitate the execution of the Convention, the Assembly urges all States Members of the League which are parties to the Convention to signify to the Secretariat as soon as possible their acceptance of the fourth recommendation of the Advisory Committee relating to the requirement of importation certificates.

13. The Assembly recommends the Council to request the Advisory Committee to extend their investigations to include not only the drugs mentioned in the Convention of 1912, but also all dangerous drugs of whatever origin which produce similar effects, and to advise as to the desirability of convoking a further international conference of States which are parties to the Convention, as well as States Members of the League of Nations, with a view to drawing up a Convention for the suppression of the abuse of such drugs.

The Campaign against Typhus in Eastern Europe.

The Assembly resolves that, in view of the economical and successful results achieved by the League of Nations Epidemics Commission in reinforcing the preventive sanitary measures undertaken by the Polish Health Administration in the campaign against typhus, recommends that the work of the Commission be continued and extended to other countries as necessity arises, provided the Council considers it expedient.

To this end, the President of the Assembly and the President of the Council are requested to issue a special appeal to the Members of the League for liberal financial support, and to ask those States which have not found it possible to make available the contributions which they so generously promised, to do so as soon as possible.

Traffic in Women and Children.

The Assembly, having taken into consideration the Final Act of the Conference of Geneva on Traffic in Women and Children, approved by the Council, expresses the wish that those of its provisions which require conventional form, be adopted in that form by the Members of the League with the least possible delay. For this purpose the Assembly recommends that the Delegates who have the necessary full powers to sign the Draft Convention annexed should sign it without delay, and that those who do not yet possess them be invited to communicate immediately with their respective Governments in order to obtain the necessary powers to sign.

Deportation of Women and Children in Turkey and Neighbouring Countries.

The Assembly resolves:

1. That there shall be appointed in Constantinople a Commissioner of the League of Nations whose appointment shall be officially notified to the Allied and Associated High Commissioners, to the representatives of the other interested countries and Members of the League, to the Turkish Government and to the ecclesiastical authorities of the deported populations, namely, the Greek and Armenian Patriarchs;

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[1] The following Members of the League have not yet ratified the Opium Convention of 1912 nor signed the Protocol of 1914:—

Albania	Esthonia	Paraguay
Argentine	Finland	Persia
Chile	Latvia	Salvador
Colombia	Lithuania	Switzerland
Costa Rica		

The following have ratified the Convention, but not signed the Protocol of 1914:—
Denmark . Venezuela.

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2. That the League request France, Great Britain and Italy to instruct their High Commissioners to constitute themselves as a Committee, whose duty it will be to concert action with a view to giving all possible assistance and powers to the League of Nations Commissioner, for the carrying out of his duties;

3. That there shall be established, under the Commissioner of the League, a mixed Board to deal with the reclamation of women and children. This Board shall be composed of the present Members of the League of Nations Commission of Enquiry, with power to co-opt, in particular cases, a member of each interested nationality. This Board would look to the Allied Commissioners and to the co-operation of the Greek and Armenian Patriarchs for the necessary support in the carrying out of its decisions. The Assembly emphasises the desirability of encouraging the work of charity already being carried on in the different centres by various establishments;

4. That the Neutral House for the temporary reception and examination of women and children reclaimed from houses shall be reorganised and placed under the direct management and supervision of the Commission of Enquiry;

5. That further Neutral Houses may be opened in other centres as circumstances permit.

MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

No. 7
NOVEMBER 1921

Information Section of the League of Nations, Geneva

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I. Summary of the Month.

The "recommendation" of the Council of the League on Upper Silesia constitutes the most important event of the month. It was on August 12th that the Supreme Council decided to refer the question of Upper Silesia to the Council of the League. Two months later, Viscount Ishii transmitted to M. Briand the text of the recommendation unanimously adopted by the Council of the League at its sitting of October 12th.

The Permanent Mandates Commission which, according to Article 22 of the Covenant, is to receive and examine the annual reports of the Mandatory Powers and to give its opinion to the Council on all questions concerning the execution of Mandates, held its first session at Geneva, and presented its first report to the Council.

After the end of the Assembly, the League Council met in regular session, with Dr. Wellington Koo as President, and devoted several sittings to the carrying out of some of the resolutions passed by the Assembly, and to the settlement of current business.

Thus, the Council decided to transmit to the Principal Allied and Associated Powers the resolution of the Assembly on the advisability of shortly settling the legal position of Eastern Galicia. Furthermore, in accordance with the desire of the Assembly, the hope was expressed that these Powers would take steps to safeguard the future of Armenia, and in particular to assure to the Armenians a national home entirely free from Turkish domination. The Council also dealt with the Assembly resolutions concerning Mandates, Reduction of Armaments, the International Hydrographic Bureau, the Campaign against Typhus, the Traffic in Opium, the Deportation of Women and Children in Turkey, the institution of a Committee for Financial Control, and the sending of a Committee of Enquiry to Albania.

The Council further dealt with certain administrative duties of the League in the Saar and at Danzig.

Finally, there was a diplomatic conference for the neutralisation of the Aaland Islands, which was convoked under the auspices of the League and met in Geneva. This Conference drew up and signed a Convention, which will be submitted to the Council, and is based on the general policy of which the League Covenant is the charter.

II. Upper Silesia.

The Council of the League in an extraordinary session of October 12th, held at Geneva, charged its President, Viscount Ishii, with transmitting to M. Briand "the text of the recommendation unanimously adopted by the Council of the League of Nations together with the documents accompanying it." The following is the text of these documents:—

(a) Recommendation.

The question of Upper Silesia was submitted to the Council of the League of Nations in a letter dated August 12th and signed by M. Briand on behalf of the Supreme Council of the Principal Allied Powers.

The letter announced the decision which had been arrived at by the Supreme Council "in pursuance of Article 11, paragraph 2, of the Covenant, to submit to the Council of the League of Nations the difficulties attending the fixing of the frontier between Germany and Poland in Upper Silesia, and to request it to be so good as to inform the Supreme Council of the solution which it recommends as to the delimitation of the frontier which the Principal Allied and Associated Powers should adopt."

In a note on the history of the question, dated August 24th, M. Briand added that: "... each of the Governments represented on the Supreme Council had, in the course of the discussions, formally undertaken to accept the solution recommended by the Council of the League."

The Council, at its Meeting on August 29th, decided to accept this invitation. It has made the weighty problem which was submitted to it the subject of long deliberations and thorough investigation. It has endeavoured to interpret faithfully and in an equitable spirit the provisions of the Treaty of Versailles with regard to Upper Silesia. The Council, being convinced that its duty was, above all, to endeavour to find a solution in conformity with the wishes of the inhabitants, as expressed by the plebiscite, while taking into account the geographical and economic situation of the various districts, has been led to the conclusion that it is necessary to divide the industrial region of Upper Silesia. Owing to the geographical distribution of the population and the mixture of the racial elements, any division of this district must inevitably result in leaving relatively large minorities on both sides of the line and in separating important interests.

In these circumstances, the Council considered that it would be desirable to take measures to guarantee, during a provisional period of re-adjustment, the continuity of the economic life of this region, which, owing to the density of its population, the number of its industrial undertakings, the closely-woven network of its means of communication, possesses the character of a vast agglomeration. It was also of the opinion that it would be desirable to provide for the protection of minorities.

Such are the general principles by which the Council was governed.

* * *

The Council carefully examined various solutions for giving accurate and faithful expression to the results of the plebiscite.

It recognised that solutions based on calculations of the proportion of votes would give results which would constitute an injustice for one side or the other, and it endeavoured to find a system which, when applied, would assign to each State a number of electors not differing appreciably from the total number of votes given in its favour, and which would, at the same time, as far as possible equalise and reduce the minorities.

Guided by the above considerations, as well as by the geographical and economic considerations referred to in the Treaty, the Council came to the conclusion that the most equitable solution would be obtained by the frontier line which is described below in Annex No. 1, and the adoption of which it unanimously decided to recommend.

* * *

The measures which the Council considers necessary in order to ensure the continuity of the economic and social existence of Upper Silesia, and to reduce to a minimum the inconveniences of the period of re-adjustment are chiefly designed with the following objects :

To preserve, for a certain time, for the industries of the territory separated from Germany, their former markets, and to ensure the supplies of raw material and manufactured products which are indispensable to these industries; to avoid the economic disturbances which would be caused by the immediate substitution of the Polish mark for the German mark as the sole legal currency in the territory assigned to Poland; to prevent the working of the railways serving Upper Silesia from being affected by the shifting of the political frontier; to regulate the supplies of water and electricity ; to maintain freedom of movement for individuals across the new frontier; to guarantee respect for private property; to guarantee, as far as possible, to the workers, that they shall not lose, in the portion of territory assigned to Poland, the advantages which were secured to them by German social legislation and by their Trades Union organisation, and, finally, to ensure the protection of minorities on the basis of an equitable reciprocity.

The solution of these problems should be achieved by means of arrangements effected under the form of a general Convention between Germany and Poland. The Treaty of Versailles has provided, in several analogous cases, for Conventions of this kind. As regards Upper Silesia, the Treaty has regulated certain questions by means of special provisions. Article 92 stipulated, moreover, that " further agreements regulate all questions arising out of the cession of the above territory which are not regulated by the present Treaty. "

The conclusion between the parties of a general Convention which will place Upper Silesia under a special régime during the transitional period, seems to correspond to the intentions already expressed by the States concerned. Both Germany and Poland have indeed already considered the establishment of special institutions for this region.

* * *

With a view to facilitating the preparation and to supervising the application of the temporary measures, of which a summary has been given above, and which should be incorporated in a general Convention, the Council considers that it is necessary to set up a Commission composed of an equal number of Germans and Poles from Upper Silesia, and of a President of another nationality, who might be designated by the Council of the League of Nations. This Commission might be called the " Upper Silesian Mixed Commission. " It would be essentially an organ of supervision.

Further, it would also be expedient to constitute an arbitral tribunal to settle any private disputes which might be occasioned by the application of the temporary measures.

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All disputes in connection with the carrying out and the interpretation of the general Convention should be settled in conformity with the provisions of this Convention and, where necessary, with the Covenant of the League of Nations.

* * *

A certain time will elapse before the temporary régime referred to above can be finally adopted and put in force. It will be for the Principal Allied and Associated Powers to take all measures necessitated by this preliminary period.

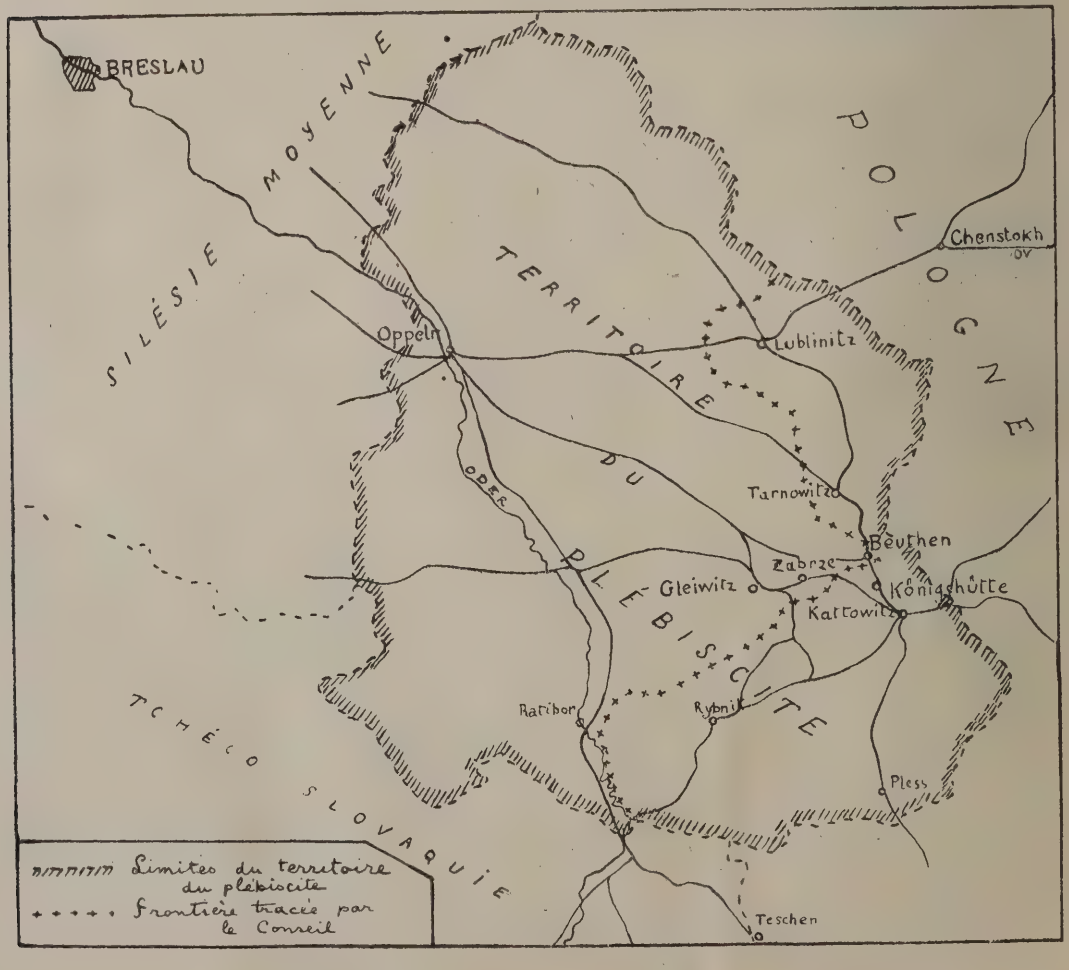
A Frontier Delimitation Commission should mark out the course of the frontier on the spot. It will be the duty of the Inter-Allied Commission already in existence to take the necessary measures for the maintenance of order during this preliminary period.

Finally, it is important that the Mixed Commission referred to above should be appointed without delay in order that it may give its assistance to the Inter-Allied Commission, which, taking into account the provisions of paragraph 6 of the Annex to Article 88 of the Treaty of Versailles, will take measures for preparing the transition from the present situation to the provisional régime.

* * *

The Council of the League of Nations has the honour to communicate to the Supreme Council a Report, which is annexed, containing a statement of the principles which, in the opinion of the Council, would serve as a basis for the general Convention between the parties.

A second annexed Report deals, in the same spirit, with the problems of nationality, domicile, and the protection of minorities, the solution of which constitutes an essential condition for the maintenance of economic life in Upper Silesia.



The Council considers that the above proposals with regard to economic conditions form a whole. The Council is convinced that this scheme, taken as a whole, and after certain points have been made explicit, will safeguard the interests of the population, the sacrifices which it requires from each of the Governments being compensated for by the guarantees which it affords in favour of such of their nationals as are to be transferred to another sovereignty.

With regard to the establishment of the organisation referred to, and also with regard to anything else which will facilitate the carrying out of the programme, the Council of the League of Nations remains entirely at the disposal of the Supreme Council.

(b) Description of the frontier line Between Germany and Poland in Upper Silesia.

The frontier line would follow the Oder from the point where that river enters Upper Silesia as far as Niebotschau; it would then run towards the North-East, leaving in Polish territory the communes of Hohenbirken, Wilhelmsthal, Raschutz, Adamowitz, Bogunitz, Lissek, Summin, Zwonowitz, Chwallenczitz, Ochojetz, Wilcza (upper and lower), Kriewald, Knurow, Gieraltowitz, Preiswitz, Makoschau, Kunzendorf, Paulsdorf, Ruda, Orzegow, Schlesiengrube, Hohenlinde; and leaving in German Territory the communes of Ostrog, Markowitz, Babitz, Gurek, Stodoll, Niederdorf, Pilchowitz, Nieborowitzer, Hammer, Nieborowitz, Schönwald, Ellguth, Zabrze, Sosnica, Mathesdorf, Zaborze, Biskupitz, Bobrek, Schomberg ; thence it would pass between Rossberg (which falls to Germany) and Birkenhain (which falls to Poland) and would take a north-westerly direction, leaving in German territory the communes of Karf, Miechowitz, Stollarzowitz, Friedrichswille, Ptakowitz, Larischhof, Miedar, Hanusek, Neudorf-Tworog, Kottenlust, Potemba, Keltsch, Zawadski, Pluder-Petershof, Klein-Lagiewnik, Skrizdlowitz, Gwosdzian, Dzielna, Cziasnau, Sorowski, and leaving in Polish territory the communes of Scharley, Radzionkau, Trockenberg, Neu-Repten, Alt-Repten, Alt-Tarnowitz, Rybna, Piassetzna, Boruschowitz, Mikoleska, Drathhammer, Bruschiek, Wüstenhammer, Kokottek, Koschmieder, Pawonkau, Spiegelhof (Gutsbezirk), Gross Lagiewnik, Glinitz, Kochschütz, Lissau. To the north of the latter place it would coincide with the former frontier of the German Empire as far as the point where the latter frontier joins the frontier already fixed between Germany and Poland.

(c) Transitional measures of an economic nature.

The following provisions are designed to ensure continuity in the economic life of Upper Silesia after the partition, and to reduce to a minimum the difficulties of the period of adaptation.

Railways.

The administration of railway and tramway systems which belong to private concerns or municipalities shall continue to be governed by the terms of their concessions, as regards their rights and obligations. The railway system of the Schlesische-Kleinbahn Aktiengesellschaft shall continue to be operated as a single unit for a period of fifteen years.

For the German State railways, both normal and narrow gauge, a joint system of operation shall be put into force in the plebiscite area, for a period of fifteen years. The amount of rolling-stock allotted to the plebiscite area shall be determined in accordance with Article 371 of the Treaty of Versailles.

Railway rates shall be uniform. In conformity with Article 365 of the Treaty of Versailles, any special tariff in force between the German territory and a point within the plebiscite area shall apply to the whole plebiscite area.

The benefit of any special rate in force in the plebiscite area shall extend to goods of the same kind coming from or going to Poland, Germany or any other country.

The time-tables shall be drawn up in accordance with the needs of industry, and the delay of workers' trains crossing the frontier shall be as short as possible.

The administration of the State insurance and social insurance of employees of the Silesian railway system shall be undertaken by that system.

A single accounts office shall be set up for the whole system to deal with all revenue and expenditure, including the cost of maintenance of the permanent way and rolling stock and sums set aside on account of depreciation. Expenses of new construction shall be charged to a separate account and shall be borne by the State on whose territory they are carried out.

The profits or deficits shall be divided between the two countries in proportion to the length of the line belonging to each and the amount of traffic.

Water and Electric Power.

In so far as the territory which comprises the existing water supply systems has not been entirely allotted to one of the two countries, in default of a special agreement between the parties, the existing systems shall be maintained. For this purpose, a system of reciprocal obligation shall be established. The reserve water supply of the Tarnowitz and Olkuscz district shall be at the disposal of the whole territory of Upper Silesia.

The Oberschlesische Elektrizitätswerke shall continue to operate as at present for a period of three years. After this, the Polish Government may purchase the Chorsow power station and the system dependent thereon.

The above company shall furnish electricity on the same terms to both parts of the territory, so long as a Polish company shall not have been established.

Monetary System.

During a period which shall not exceed 15 years, the German mark shall remain the only legal unit of currency in the plebiscite area.

The two Governments may decide by common agreement to modify this system before the expiration of this period. Failing an agreement between the two Governments, and in case a modification of the monetary system should become necessary, the Mixed Commission will fix the date from which the German mark would cease to be the only legal unit of currency.

Postal Services.

During the period in which the German monetary system is maintained in the Polish zone, the postal, telegraph and telephone charges shall be fixed in German currency.

Customs Regime.

The Customs frontier will be made to coincide with the new political frontier as soon as the latter has been fixed.

The German and Polish Customs law and Customs tariffs shall be applied with the following exceptions:

1. During a period of six months, goods coming from other countries destined for the plebiscite area, on which the Customs duties levied at the German or Polish frontier have been paid before the date of the partition of Upper Silesia, shall cross the frontier without duty.

2. During a period of 15 years the natural products which originate in and come from one of the two zones of the plebiscite area, and are destined for consumption or use in the other zone, shall cross the frontier free of duty.

3. (*a*) During a period of six months, raw, half-manufactured and unfinished products of the industrial establishments of one of the two zones of the plebiscite area, destined to be used or finished in the industrial establishments of the other zone, shall cross the frontier free of duty. The permits issued for the entry of these products shall mention the names of the consignors and consignees.

(*b*) During a period of 15 years, raw, half-manufactured and unfinished products originating in or coming from the industrial establishments of one of the two zones of the plebiscite area and which are to be finished in the industrial establishments of the other zone shall cross the frontier free of duty when these products are intended for re-importation into the country of origin. The permits issued for the entry of these products shall mention the names of the consignors and the consignees.

4. In conformity with Article 268 of the Treaty of Versailles, natural or manufactured products which originate in and come from the Polish zone of the plebiscite area shall, on importation into German Customs territory, be exempt from all Customs duty during a period of three years. The period of three years should be reckoned from the notification of the delimitation of the frontier to Germany and to Poland.

With regard to the export regulations, the two countries shall undertake to facilitate during a period of 15 years the export from their respective territories of such products as are indispensable for the industry of either zone of the plebiscite area, by supplying the necessary export licenses and by authorising the execution of contracts entered into between private individuals, it being understood that the entrance duties shall be paid by these goods upon their importation into German or Polish territory, apart from the exceptions detailed in the foregoing paragraphs.

Any arrangement with regard to the Customs regime on the new Polish-German frontier in Upper Silesia, which is not an application of the principle stated above, shall be considered as an ordinary commercial agreement between Poland and Germany.

Coal. — Products of the Mines.

In conformity with Article 90 of the Treaty of Versailles, Poland shall permit for a period of 15 years, dating from the final allocation of the Territory, the exportation to Germany of the products of the mines in the Polish zone of the plebiscite area.

As regards coal, account shall be taken in the application of this Article of the provisions of the different Treaties of Peace, and of the international decisions and agreements in force between Germany, Poland and the countries directly or indirectly concerned in the importation of coal from Upper Silesia, that impose obligations on Germany and Poland in respect of coal.

Germany shall permit for a period of 15 years the exportation, to the Polish zone of the plebiscite area, of the products of the mines in its territory, under the conditions laid down in Article 90 of the Treaty of Versailles. The quantities of the products of the mines to which this provision shall apply shall be calculated on the basis of the average exchange of these products in the years 1911 to 1913.

Employers' and Workers' Federations.

The German and Polish Governments shall recognise for a period of 15 years those unions of employers and workers whose activities take place within the

plebiscite area. These unions may enter into collective contracts for the plebiscite areas as a whole.

Social Insurance.

The transfer of the funds of German social and State insurances to Poland, in so far as concerns the portion of Upper Silesia assigned to her, shall take place in conformity with the provisions and conditions of Article 312 of the Treaty of Versailles.

The beneficiaries of social and State assurance organisations would receive all the compensations and pensions which they have been guaranteed.

The Polish Government shall establish as soon as possible, for the Polish zone, special insurance organisations and special jurisdiction for administrative matters and for the hearing of causes.

The local benefit societies, whether in the Polish zone or in the whole of the plebiscite area (Oberschlesische Knappschaftsverein..., Oberschlesische Bergbau-hilfskasse, etc.) shall be maintained for a period of 15 years, unless the two Governments shall agree to divide them at an earlier date.

Movement between Zones.

During a period of 15 years any inhabitant regularly domiciled in the plebiscite area or having a regular or professional occupation therein, shall receive a circulation permit free of payment, which will permit him to cross the frontier without other formalities.

General provisions.

The provisions in force in the plebiscite area especially with regard to mining, industrial or commercial undertakings and the existing labour legislation — including the system of inspection — shall remain in force in the portion of the plebiscite area assigned to Poland until such time as Poland shall have passed, in regard to these matters, legislation applicable to the whole of its territory, which may be substituted for the above. Nevertheless, it is understood that Poland shall have the right to introduce in the Polish Silesian zone any modifications Germany shall see fit to adopt in her territory.

Without prejudice to Article 256 of the Treaty of peace, the two countries shall recognise and respect, in the territory which shall be allotted to them, rights of all kinds, in particular, concessions and privileges acquired at the date of the partition by individuals, companies or other legal entities.

Poland shall renounce for a period of 15 years the powers granted by Article 92 as regards the expropriation of industrial undertakings, mines or deposits save, where in the opinion of the Mixed Commission, such powers are indispensable to ensure continued operation.

Any dispute between the German and Polish Governments which may occur within a period of 15 years in respect of any legislative measure adopted by either of the two countries for the control of companies or industrial or commercial enterprises, and limiting in a manner contrary to justice the freedom of these companies or enterprises, as regards the nationality of their personnel, of their directors or of their capital, may be referred by the Government concerned to the Council of the League of Nations, whose decision both Governments undertake to accept.

The two countries may, by common agreement, modify or annul any of the provisions of the Temporary Régime.

(d) Rights of Nationality and Domicile and Protection of Minorities in Upper Silesia.

Questions relating to the nationality of persons domiciled, at the date of the definitive allocation of the Territory of Upper Silesia, in the portion allotted to Poland, will be decided in accordance with Articles 3, 4, 5, and 6 of the Treaty of June 28th, 1919, between the United States of America, the British Empire, France, Italy and Japan of the one part, and Poland of the other part.

All persons domiciled, at the same date, in this portion of the territory, who shall have opted in favour of German nationality, in accordance with Article 91 of the Treaty of Peace of Versailles, without availing themselves of the right to transfer their domicile to Germany within 12 months after exercising the right of option, together with persons mentioned in paragraph 2 of Article 91 of the Treaty of Peace of Versailles, shall have the right to retain their domicile in Poland for a period of 15 years from the date of the definitive allocation of the Territory.

All Poles over 18 years of age who are German nationals and who are domiciled, at the date of the definitive allocation of the Territory, in the portion allotted to Germany, shall have the right of opting for Polish nationality within two years from this date, in accordance with Article 91 of the Treaty of Peace of Versailles.

All Poles who are domiciled, at the same date, in those parts of Upper Silesia definitely recognised as part of Germany, shall have the right to retain their German domicile for a period of 15 years from this date. This rule shall apply to Poles who, being German nationals, have opted for Polish nationality in accordance with Article 91 of the Treaty of Peace of Versailles, as well as to Polish nationals who have not been German nationals.

The Treaty with regard to the protection of minorities, etc., concluded on June 28th, 1919, between the United States of America, the British Empire, France, Italy and Japan of the one part, and Poland of the other part, shall be applicable to those parts of Upper Silesia definitely recognised as part of Poland. The principles of equity and the maintenance of the economic life of Upper Silesia demand that the German Government should be bound to accept, at least for the transitional period of 15 years, dating from the definitive allocation of the Territory, stipulations corresponding to Articles 1, 2, 7, 8, 9 (paragraphs 1 and 2), 10, 11 and 12 of the said Treaty, as regards those parts of Upper Silesia definitely recognised as part of Germany.

The provisions constitute for Germany and for Poland obligations of international concern, and should be placed under the guarantee of the League of Nations in the same way as the provisions of the Treaty of June 28th, 1919.

Any petition addressed by one or more of the inhabitants of Upper Silesia to the Council of the League of Nations with regard to these provisions or to the execution of the provisions of the Treaty of June 28th, 1919, in so far as these provisions affect persons belonging to racial, religious or linguistic minorities, should be sent to the Government in whose territory the petitioners are domiciled. This Government shall be bound to forward them, with or without observations, to the Council of the League of Nations, for consideration.

* * *

The Council of Ambassadors charged by the Powers represented on the Supreme Council with receiving in their name the recommendation of the Council of the League of Nations decided, on October 20th, to adopt this recommendation,

practically unaltered, together with the conclusions of the annexed reports relating to economic questions and the treatment of minorities, and to communicate immediately the whole text to the German and Polish Governments. The delimitation of the frontier in Upper Silesia and negotiations for the conclusion of an agreement as to the transitional measures are to begin within eight days and to be conducted simultaneously: official notification of the decision which, according to the Treaty, is to be followed within one month by the handing over of the respective territories to Polish and German administration, will not take place until the frontier has been traced and Poland and Germany have adopted an agreement for a transitional regime in accordance with the recommendations of the Council of the League of Nations. The Principal Allied Powers have, moreover, decided to ask the Council of the League of Nations to nominate the persons who are to preside over the Germano-Polish negotiations provided for in Article 3 of their decision, as well as the Presidents of the Mixed Commission and of the arbitral Tribunal provided for in Article 22 of the same decision.

The Council of the League of Nations will make these nominations.

III. Organisation of the League.

(1) Permanent Court of International Justice.

Signatures and Ratifications.

Forty-five States have hitherto signed the Protocol of the International Court. Haiti, Lithuania, Norway and Panama have, during the month of October, signed the additional Clause concerning the Compulsory Jurisdiction of the Court. Brazil and China have likewise announced that they accept the Clause concerning Compulsory Jurisdiction, and will shortly sign the additional Protocol. Thus, there are now eighteen States that have accepted the Optional Clause concerning Compulsory Jurisdiction. Czecho-Slovakia, Greece, Haiti, Portugal and Uruguay have deposited the instruments of ratification of the Protocol of the Court. Brazil, Cuba, China, Japan, Siam and Venezuela have announced that they will shortly communicate their instruments of ratification, and the number of ratifications is thus raised to thirty-two.

(2) The Mandates Commission.

The Permanent Mandates Commission, provided for in Article 22 of the Covenant, held its first session in Geneva from the 4th to the 9th October, 1921.

The Commission is composed of five members from non-Mandatory and four from Mandatory countries, none of whom, according to its constitution, may occupy any Government positions. Its members, who were all present at the first session, are as follows :

His Excellency M. Freire d'Andrade (former Minister of Foreign Affairs).	Portugal.
His Excellency M. Beau (former Ambassador).	France.
The Hon. W. Ormsby-Gore, M. P.	Great Britain.
His Excellency M. Ramon Pina (former Ambassador).	Spain.
His Excellency M. van Rees (former Vice-President of the Governing Council of the Dutch East Indies).	Holland.
His Excellency Marquis Alberto Theodoli (former Under-Secretary of State to the Ministry of Colonial Affairs).	Italy.
Madame Anna Bugge-Wicksell, LL. D.	Sweden.
His Excellency M. Kunio Yanagida (former Secretary-General to the House of Lords).	Japan.

The Commission opened its sittings under the presidency of Mr. Wellington Koo, acting President of the Council of the League. It then elected as Chairman, Marquis Theodoli, who acted in this capacity throughout the rest of the session. M. Van Rees was elected Vice-Chairman. The Commission during its first session of nine sittings dealt with the following three groups of questions :

First of all, it drew up its rules of procedure, including the procedure it proposes to adopt in its relations with the Mandatory Powers and the League Council. The rules of procedure, furthermore, lay down that the Permanent Mandates Commission shall meet once a year, generally the first Tuesday in August, at the seat of the League, and may be convened in extraordinary session at the request of one of its members, provided this request is approved by a majority of the members of the Commission and by the President of the League Council. The Commission will hold a public session when it delivers its final remarks on all the reports from Mandatory Powers submitted to it for examination.

Secondly, it studied the reports, covering the following territories, that had been communicated to it by the Mandatory Powers: — Cameroun (French), Togo (French), Tanganyika (British), Belgian East Africa, South-West Africa (Union of South Africa).

These reports are not to be considered as the annual reports which the Mandatory Powers, under the terms of the Covenant, are to make to the League regularly, when the Mandatory system will have been fully established. They were merely communicated to the Permanent Mandates Commission as an act of courtesy. Nevertheless, the Commission devoted several sittings to studying them, and submitted the following suggestions and questions to the Council :

1. The question of the nationality of the inhabitants of Mandated territories attracted the attention of the Commission when considering the report on the territory of South-West Africa. The Commission held that this question should be carefully studied and solved as quickly as possible.

2. The Commission took it for granted that it was not the intention of the Council, when authorising the incorporation of a territory under a "B" Mandate with the neighbouring possessions of the Mandatory Power, from the point of view of customs régime, to sanction a departure from the principles of economic equality formulated at the end of paragraph 5 of Article 22 of the Covenant.

3. The Commission furthermore supposed that the Council when confirming the prohibition of forced or compulsory labour in Mandated territories, did not mean to prohibit the obligation to work, which is the foundation of every civilised society. This consideration was formulated at a meeting in which M. Albert Thomas, Director of the International Office, took part and at which the opinion was expressed that the idleness of the male inhabitants of many tropical regions was responsible for the exploitation of the women and children.

4. Finally, the Commission drew the attention of the Council to the differences that appear to exist between the texts of the British Draft "B" Mandates on the one hand, and the French and Belgian Draft "B" Mandates on the other. The Commission thinks that these verbal differences do not imply any difference of substance.

The Commission furthermore used the reports communicated to it as a guide in drawing up two questionnaires whose object it was to facilitate for the Mandatory Powers the preparation of their annual reports to the League on whose behalf the territory was to be administered. When the session was finished, Marquis Theodoli, as Chairman of the Commission, assisted by three of his colleagues, Madame Bugge-Wicksell, and their Excellencies MM. d'Andrade and Yanagida, reported their proceedings to the Council of the League in its sitting of October 10th. The Council provisionally approved the rules of procedure of the Commission, and decided to communicate the Commission's two questionnaires to the Mandatory Powers. It furthermore requested Marquis Theodoli and two of his colleagues to constitute

a sub-Committee, in order to obtain information from the Mandatory Powers as to the question of the nationality of the inhabitants of Mandated territories.

The Council decided to communicate to the Members of the League the other questions contained in Marquis Theodoli's report, and to consider them when circumstances allowed the Council to confirm the Mandates that are in suspense until negotiations now proceeding with the United States on this head have been completed.

(3) Reduction of Armaments.

The Council has taken steps to assure the execution of a certain number of resolutions on reduction of armaments that were adopted by the Assembly.

The Temporary Mixed Commission was asked to meet as soon as possible and to propose to the Council the names of new members, not more than six, which it wished to add to its number.

In accordance with the programme laid down by the Assembly, and adopted by the Council, the Temporary Mixed Commission is requested:—

(1) To present proposals that would lay down in broad outline a plan for a reduction of national armaments. These proposals, in order to be precise, should take the form of a draft Treaty, or other equally specific draft, which should be presented to the Council, if possible before the meeting of the Assembly next year.

(2) To proceed to the statistical enquiry whose scope has been already defined by the Commission.

(3) To continue the study of the problems of private manufacture and trade in arms.

4) To consider, together with a permanent consultative Commission, whether it would be advisable to address an appeal to the Scientists of the world asking them to make public their discoveries of poisonous gases and similar subjects. A communication has been addressed by the Council of the League to the Governments taking part in the forthcoming Washington Conference, asking them to do all in their power to insure that the important question of the ratification of the St. Germain Convention on the arms traffic by the States that have signed it, and the adhesion to this Convention of non-signatory States, should be thoroughly gone into at the Washington Conference. Furthermore, a letter is being sent to States that have not yet stated their position as regards the St. Germain Convention asking them please to do so.

The Council has postponed for one of its sittings in the near future the examination of the Assembly resolutions on the convocation of an international conference on the private manufacture and trade in arms; on the measures destined to prevent the importation of arms and munitions coming from a country where this traffic is still not controlled; the limitation of military naval and aerial expenditure, and the strengthening of that section of the Secretariat entrusted with the question of the reduction of armaments.

(4) The International Hydrographic Office.

During its June session, the Council declared that this office was included in the offices set up as the result of an international agreement, but decided to wait before putting it under the League's authority until certain information concerning its final constitution had been received in the Secretariat.

Since then the necessary information has been received, and the Council, as a consequence, decided to put the International Hydrographic Office under the authority of the League. This office is the first international office created since the Covenant came into force.

The International Hydrographic Office is a consultative organism which, without overlapping the activities of any other organisation, can usefully contribute to the work of international co-operation in hydrographic matters and in all questions connected therewith, and will serve as a connecting link between the various national hydrographic offices now in existence.

(5) Health Committee.

The League Health Committee held its second session in Paris from the 20th to the 22nd of October. Dr. Rajchman and Dr. Norman White, who had returned from Russia, whither they were sent by the League in order to study the situation from the point of view of epidemics and the resulting danger to Europe, presented their report. The report makes clear that Russia is the prey of typhus and cholera epidemics and that other diseases, such as malaria, are rampant and spreading towards the West. The Committee, therefore, considered that it would have an interest in following the Russian situation as closely as possible, as regards epidemics, through the intermediary of the Epidemic Commission.

The question of a standardisation of the units used in describing the strengths of serums was presented by the President of the Committee, Dr. Madsen, and was considered. Finally, the Committee took note of the results of the enquiry as to the consumption for legitimate purposes of opium in the Scandinavian countries.

Doctors Madsen and Buchanan were asked to continue to fulfil the functions of President and Vice-President until the next session. Dr. Rajchman will act as Medical Secretary from November 1st, replacing M. Steegmann, whom the Committee thanked for the services he rendered during the period of organisation.

IV. Financial and Economic Questions.

1. *Presidence of the Financial and Economic Committees.*

The Council considers that, in accordance with the views already adopted by the Consultative Technical Committee on Communications and Transit, rotation of the office of President should be obligatory in all League organisations. It has consequently decided that this principle should be applied to the Provisional Economic and Financial Committee, so far as its organisation permits.

Consequently, the Council has requested the Economic and Financial Sub-Committees of this Committee to apply the principle of rotation as regards their respective Presidents, beginning with their next meeting. On the other hand, it has confirmed M. Ador in the exercise of his functions as President of the Provisional Economic and Financial Committee until the next Assembly.

2. *Committee of Control.*

In accordance with the recommendation of the Assembly, the Council has decided immediately to appoint a Committee of Control and it has invited the following persons to take part in this Committee: M. Noblemaire (France), Mr. Waddington (Chile), Sir James Allen (New Zealand), Mr. Nederbragt (Netherlands) and M. Dusek (Czecho-Slovakia).

Erratum. As a consequence of the adoption by the Assembly of various recommendations, the Budget of the League, which had been fixed by the Fourth Committee at 20,758,945 gold francs, has increased to 20,873,945 gold francs.

V. Administrative Questions.

1. DANZIG.

Polish War Vessels in the Port of Danzig.

As a result of negotiations held at Danzig with General Haking, the League's High Commissioner, a temporary arrangement was made on October 8th by representatives of Poland and Danzig for the use of the port of Danzig by Polish war vessels. Poland is to inform Danzig of the number of ships she wishes to keep in the port, and docking facilities are to be provided by the Harbour Board. As stated in the last Summary (page 103), the question of the port d'attache has not yet been settled.

Manufacture of Aeroplanes.

At one of its last meetings in October the Council forwarded to the High Commissioner, in reply to his request (see page 104, Monthly Summary, No. VI), the report of the Air Sub-Commission as to what should be defined as military aeroplane material, in order that the manufacture of civil aeroplane material in Danzig might not be held up. This definition sets forth the types of heavier-than-air craft and dirigibles which should be regarded as military, and provides for a revision of this definition every two years. The Danzig Government has been informed accordingly.

2. THE SAAR.

Decree Defining the Term "Saar Inhabitant."

Reply to the Protest of the German Government.

The Governing Commission of the Saar Basin has communicated its remarks on a note of protest from the German Government against the decree defining the term "Saar Inhabitant" (see No. 6 of the *Monthly Summary*). The Governing Commission in this connection first of all reviews the considerations that induced it to issue this decree. These considerations were set forth in a preceding report (see *Bulletin*, No. 5, page 89).

The Commission goes on to remark that it acted on this occasion in accordance with the rights of interpretation conferred upon it by the Treaty of Versailles, and that in accordance with the stipulations of this Treaty the elected representatives of the population were consulted before the Decree was unanimously adopted by the Commission. Furthermore, the Commission's Decree in no way affects the conditions laid down by the Peace Treaty for participating in the plebiscite that is to take place in 1935.

The Commission's Decree lays down that the nationality of the inhabitants of the Saar Territory remains unaffected. Nevertheless, as the Peace Treaty has created a new legal situation — for instance, as concerns the legislation to which

the inhabitants of the Saar are subject, the defence of their interests abroad, and the fiscal régime — the Governing Commission's Decree is intended to determine what persons are to be subject to this legislation.

Settlement of "Enemy Debts" in the Saar Territory.

In reply to a request for information on this question made by the Council, the Governing Commission of the Saar Basin has announced that it has just received a proposal from the German Government which it is studying.

VI. Political Questions.

1. Conference for the Neutralisation of the Aaland Islands.

A Diplomatic Conference for the Neutralisation of the Aaland Islands was convoked by the League of Nations on October 10th, in pursuance of a decision of the Council concerning the Aaland Islands.

Ten States (enumerated in the preceding number of the *Monthly Summary*) took part in drawing up and signing this international act, destined to secure mutual trust and a good understanding on the shores of the Baltic.

This Convention provides explicitly and in detail for neutrality on land, sea and in the air, in peace and war. Furthermore, certain Articles of this Convention, dealing with guarantees and respect for the neutrality of this zone in case of war, provide for the intervention of the Council of the League of Nations. Thus, in case of a war involving the Baltic, Finland could, in order to assure that the neutrality of the zone was respected, lay minefields temporarily in the zone, and take the naval measures unavoidably necessary for this purpose, provided she immediately reported the matter to the Council of the League of Nations.

Furthermore, in order to safeguard the maintenance of this Convention or to take steps against its violation, the High Contracting Parties are to refer individually or jointly to the Council of the League, in order that the latter may decide on the measures to be taken, and undertake to help in carrying out the measures thus decided upon. For this purpose the Council will invite Powers parties to the present Convention to sit in the Council, whether these Powers are or are not Members of the League. The vote of the representative of the Power accused of having violated the provisions of this Convention will not count in the voting on the decision taken by the Council. If unanimity is nevertheless not achieved, the High Contracting Parties are severally authorised to take any steps that the Council may decide upon by a majority of two-thirds, the vote of the accused Power once more not counting.

In case the neutrality of the zone should be endangered by an act of violence *(coup de main)*, Finland could take the measures necessary to ward off the aggressor until the High Contracting Parties were in a position to intervene. Finland should, in such a case, immediately report the matter to the Council.

The Convention furthermore stipulates that the provisions of this Convention should remain in force whatever may be the eventual changes in the present *status quo* of the Baltic.

The sole instrument of the Convention has been deposited in the archives of the Secretary-General of the League; a certified true copy will be sent through the Secretariat to each of the signatory Powers. The Convention will be ratified and the ratification deposited at Geneva with the Secretariat-General of the League of Nations.

(2) The Albanian Question.

At its meeting of October 3rd, the Assembly voted a Resolution in favour of the appointment of a Commission of Enquiry, which was to proceed to Albania as early as possible. On the 4th, the Albanian Delegation wrote to the President of the Council calling his attention to the need for hastening the departure of this Commission. The Council at its meeting of October 6th, in view of these circumstances decided to appoint the members of this Commission during the course of the present session, and voted the following Resolution:—

> "The Council approves of the appointment of a Commission of three impartial persons to proceed to Albania and to report fully on the execution of the decision of the Principal Allied and Associated Powers, as soon as it is given, and on any disturbances which may occur on or near the frontier of Albania. The Commission shall have power to appoint impartial observers to enable it to discharge its functions.
>
> "The Council in its great anxiety to see peace preserved and feeling assured that the decision of the Principal Allied and Associated Powers will be taken without delay, considers that the Commission should arrive in Albania by November 1st, 1921, but that it should take no action until the decision of the Principal Allied and Associated Powers is given.
>
> "The Secretary-General shall provide the necessary staff for the Commission.

The Commission is composed as follows: — M. Theffleff (Finland), Colonel Schæffer (Luxemburg), and Major Meinich (Norway).

A preliminary meeting will probably take place in Geneva before the Commission leaves for Albania.

VII. Social and humanitarian questions.

(1) The Campaign Against Typhus.

An urgent appeal has been sent by the Presidents of the Assembly and of the Council to all the Members of the League, asking for their help in the fight against typhus.

The letter of the President of the Council recalls the necessity, clearly proven by the work of the Epidemics Commission, for continuing and even extending the fight against epidemics. Dangers of cholera have been added to those of typhus; the Russian famine is forcing thousands of refugees, many of whom are germ-carriers, over the frontiers of Poland. The Members of the League must make new contributions, in order to allow of the Epidemics Commission continuing its work, and collaborating in accordance with the wish expressed by the Assembly with the associations that are trying to fight contagious diseases in Russia and the Caucasus.

(2) The Deportation of Women and Children in Turkey.

The Council has appointed an American, Mr. Peet, well-known as an expert in this subject, as League of Nations Commissioner, which office was requested by the Assembly. This officer, acting as President of a Mixed Committee, will deal with the restitution of women and children and will keep in close touch with the Committee of Allied High Commissioners that the Assembly requested France,

Great Britain and Italy to set up. In special cases, the Mixed Committee can include representatives of each interested nationality. The League Commissioner will also supervise the "Neutral House" that is to be set up under the auspices of the League.

(3) The Traffic in Opium.

The Secretary-General has been charged with communicating to the Governments concerned, with a request for a speedy answer, the two Council resolutions, approved by the Assembly, on the necessity for signing or ratifying the Opium Convention and adopting the recommendation of the Consultative Opium Committee as to certificates for imports.

The Council has adopted the resolutions and recommendations of the Assembly concerning the opium traffic. The Provisional Health Committee has therefore been informed that it is understood the enquiry as to the average quantities of drugs (specified in Chapter 3. of the Opium Convention) needed for medical and other legitimate needs in the various countries, shall be of a scientific nature, and that when this enquiry is directed to a particular country it should be done through the Government of this country or with its consent. The attention of the Contracting Powers having treaties with China, and the attention of China herself has been drawn to the provisions of Article 15 of the Opium Convention, as to the obligation for taking the most effective steps to suppress contraband trade in opium and other harmful drugs. The various Governments are furthermore requested to furnish the Secretariat, if they have no objection, with all information concerning the illicit production, manufacture and trade in opium and other harmful drugs.

The Consultative Opium Committee will be asked:—

(1) To study in the course of its forthcoming session the possibility of undertaking an enquiry as to the average quantity of raw opium (specified in Chapter 1. of the Convention) needed for the legitimate needs of the various countries, and to present a report on this subject.

(2) To extend its investigation to include not only the drugs mentioned in the Convention of 1912, but also of dangerous drugs of whatever origin which produce similar effects, and to advise as to the desirability of convoking a further international conference of States parties to the Convention as well as States members of the League of Nations, with a view to drawing up a Convention for the suppression of the abuse of such drugs.

The Governments of the Serb-Croate-Slovene State and of Germany will be asked each to appoint a representative on the Consultative Opium Committee.

VIII. Assembly Resolutions (supplement)

Amendment to Article 12 of the Covenant.

The Assembly resolves that Article 12 of the Covenant shall be amended to read as follows :

Article 12.

"The Members of the League agree that, if there should arise between them any dispute likely to lead to a rupture they will submit the matter either to arbitration *or judicial settlement* or to enquiry by the Council and they agree in no case to resort to war until three months after the award by the arbitrators *or the judicial decision*, or the report by the Council.

"In any case under this Article the award of the arbitrators *or the judicial decision* shall be made within a reasonable time, and the report of the Council shall be made within six months after the submission of the dispute "

Amendment to article 13 of the Convenant.

The Assembly resolves that Article 13 of the Covenant shall be amended to read as follows :

"The Members of the League agree that, whenever any dispute shall arise between them which they recognise to be suitable for submission to arbitration *or judicial settlement*, and which cannot be satisfactorily settled by diplomacy, they will submit the whole subject-matter to arbitration *or judicial settlement.*

"Disputes as to the interpretation of a treaty, as to any question of international law, as to the existence of any fact which, if established, would constitute a breach of any international obligation, or as to the extent and nature of the reparation to be made for any such breach, are declared to be among those which are generally suitable for submission to arbitration *or judicial settlement.*

"For the consideration of any such dispute, the court to which the case is referred shall be the Permanent Court of International Justice, established in accordance with Article 14, *or any tribunal agreed on by the parties to the dispute or stipulated in any convention existing between them.*

"The Members of the League agree that they will carry out in full good faith any award *or decision* that may be rendered, and that they will not resort to war against a Member of the League which complies therewith. In the event of any failure to carry out such an award *or decision*, the Council shall propose what steps should be taken to give effect thereto. "

Amendment to Article 15 of the Covenant.

The Assembly resolves that the first paragraph of Article 15 of the Covenant shall be amended to read as follows :

"If there should arise between Members of the League any dispute likely to lead to a rupture, which is not submitted to arbitration *or judicial settlement* in accordance with Article 13, the Members of the League agree that they will submit the matter to the Council. Any party to the dispute may effect such submission by giving notice of the existence of the dispute to the Secretary-General, who will make all necessary arrangements for a full investigation and consideration thereof. "

MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

No. 8 ——————
DECEMBER 1921

Information Section of the League of Nations, Geneva

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I. Summary of the Month.

The principal event of the month was the meeting of the Council of the League in extraordinary session in Paris from November 16th to 19th. The Council was almost entirely occupied with the question of the frontiers between Albania and the Serb-Croat-Slovene State. The representatives of the two interested States explained the points of view of their respective Governments, undertook to respect the frontiers fixed several days before by the Conference of Ambassadors, and asserted their intention to maintain neighbourly relations in future.

The Mixed Commission appointed to negotiate the Convention concerning economic and minority questions in connection with the partition of Upper Silesia, met at Geneva under the presidency of M. Calonder, former President of the Swiss Confederation. In three days it reached agreement on the procedure to be followed.

In addition to current business on various matters of political, economic, financial and administrative character, the Secretariat has been actively engaged in preparations for the first sitting of the Permanent Court of International Justice at The Hague.

II. The League's Organisation.

1. Congratulations from the Brazilian Parliament on the occasion of the Anniversary of the Armistice.

On the occasion of the anniversary of the Armistice, the President of the Brazilian Parliament addressed the following telegram to the Secretary-General of the League of Nations:—

(Translation.)

"Sir Eric Drummond,
Secretary-General of the League of Nations, Geneva.

"On behalf of the Brazilian Parliament I have much pleasure in sending you my congratulations on the occasion of the anniversary of the signature of the Armistice, the signal for the end of the long struggle which for more than four years stained Europe with blood, for I feel that these congratulations should be addressed to the League of Nations from which we so hopefully expect to receive the benefits of universal peace.

(Signed) Arnolpho Azevodo,
President of the Chamber of Deputies."

(Translation.)

The Secretary-General replied as follows:—

"Arnolpho Azevodo, Chamber of Deputies, Rio de Janeiro.

"I am most grateful to the Brazilian Parliament for its kind thought in sending congratulations to the League of Nations on the occasion of the anniversary of the signature of the Armistice which was the signal for the end of the long struggle through which we have passed and the source of our hopes for universal peace.

(Signed) Drummond, Secretary-General."

2. Permanent Court of International Justice.

(a) *First Meeting.*

Members of the Secretariat have recently paid a visit to The Hague in order to make the necessary arrangements for the installation in the Peace Palace of the Permanent Court of International Justice. An agreement on questions arising out of this installation is expected to be signed within a short time between the Secretary-General of the League and the Board of Trustees of the Carnegie Foundation.

The Court will sit at The Hague about February 1st. On this occasion, the Judges will first of all have to deal with internal business, such as the election of the President and Vice-President, the appointment of the Registrar, and the drawing up of a code of procedure.

It is, however, most likely that the Court will already, during this first session, have to transact legal business, especially to give legal opinions on points submitted to it by the Council which, with the Assembly, has the exclusive right to such demand. In this respect it will be remembered that the Labour Conference, which has just closed, passed a resolution requesting the Council to demand the opinion of the Court on a point that had arisen during the work of the Conference.

It is probable also, that a certain number of other points concerning Labour, Transit, and Minorities will be transmitted to the Court for legal opinions.

The Technical Assessors.

The panel of technical assessors who are to advise the Court on the technical aspect of Labour and Transit questions is almost complete. This panel is constituted by the nomination by each Government Member of the League of four assessors, two for Labour and two for Transit questions: the International Labour Office nominates one Employers' and one Labour representative from each country. As the number of States Members of the League is 51, the panel of technical assessors will, when complete, comprise 306 names. The method by which the necessary number of assessors will be selected from this panel to advise on any given case will be determined at the Court's forthcoming meeting.

(b) *Telegram from the Turkish Government.*

In reply to a telegram sent to Constantinople in accordance with a resolution of the Assembly, bringing to the knowledge of the Turkish Government the definite constitution of the Permanent Court of International Justice, the Grand Vizier Tewfik Pasha has addressed a letter to the Secretary-General, in which he states that the Imperial Government has received with satisfaction the announcement of the creation of an international organisation to regulate differences between States on a basis of justice and equity. He adds that the satisfaction of the Imperial Government is all the greater because even States which are not members of the League of Nations will be able to find in the Permanent Court a means of putting an end to differences insoluble by diplomacy without recourse to arms. The Imperial Government expressed the hope that the Permanent Court would lead to the maintenance of peace and goodwill among nations and that its work would be fruitful.

3. Mandates.

(a) *Great Britain and Irak.*

During the November meeting of the Council of the League in Paris, Mr. Fisher made a statement upon the policy pursued by the British Government with regard to Irak, which comes within the mandatory system of the League. The main terms of the statement were as follows:

"His Majesty's Government think it desirable to inform the League that the political developments in Irak have led them to the conclusion that their obligations *vis-à-vis* the League can be most effectively discharged if the principles on which they rest are embodied in a treaty to be concluded between His Majesty's Government and the King of Irak. They found themselves unable to resist the overwhelming desire of the people of Irak for the formation of a national Government under an Arab ruler. The march of events was so rapid that it did not admit of their consulting the Council before taking steps of which they were confident that that body would approve, namely—the recognition of the Sovereign whose recent accession to the Throne followed upon the universal demand of the people of the country. The recognition of a local Sovereign modified to such extent the position of the mandatory Power; and it is to meet the needs of the situation as thus modified that His Majesty's Government find it necessary to define their relations with the local authority in the manner proposed.

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"Statements made publicly by King Feisal from the Throne at the moment of his accession show clearly that he is ready and willing to include in his treaty with His Majesty's Government all proper provisions to ensure that the Government of Irak shall be carried on in strict conformity with the spirit of the Covenant of the League.

"It is therefore the opinion of His Majesty's Government that, provided that the treaty secures, first, the control of His Majesty's Government over the foreign relations of Irak; secondly, due fulfilment of the international obligations incurred by His Majesty's Government by treaty, mandate or agreement; thirdly, such measure of financial control as may be necessary; and fourthly, provided that it contravenes in no respect either the spirit or the letter of the Covenant of the League of Nations, it would provide a more satisfactory definition of the relations between the mandatory Power and the mandated State than any other form of instrument.

"It will be understood that the proposed treaty will serve merely to regulate the relations between His Majesty's Government, as mandatory Power, and the Arab Government of Irak. It is not intended as a substitute for the mandate, which will remain the operative document defining the obligations undertaken by His Majesty's Government on behalf of the League of Nations."

(b) *Mandates Sub-Commission.*

During the latter half of November, a sub-commission of the Permanent Mandates Commission of the League visited Paris, London, and Brussels under the presidency of the Marquis Theodoli (Italy). At the request of the Council, this sub-commission is making an enquiry from the Governments of the mandatory Powers for the purpose of obtaining their point of view on the question of the nationality of the inhabitants of mandated territories. A question arose at the recent meeting of the Permanent Mandates Commission at Geneva as to what would be the nationality of the inhabitants of the territories, which were ceded by Germany and Turkey at the end of the war, to be administered in the name of the League of Nations by mandatory Powers. The sub-commission will present to the next meeting of the Council a report on the information received.

4. The Barcelona Conventions.

On December 1st, 1921, the period for the signature of the Barcelona Conventions of Transit and of Navigable Waterways (with the additional Protocol) and of the Declaration recognising the right to a flag of States having no sea-coast, was closed. The following Members have signed the Conventions and the Declaration:

Convention and Statute on Freedom of Transit.

Albania	Italy
Austria	Latvia
Belgium	Lithuania
Bolivia	Luxemburg
British Empire[1]	Netherlands
Bulgaria	New Zealand
Chile	Norway
China	Panama
Czecho-Slovakia	Persia
Denmark	Poland
Esthonia	Portugal
Finland	Serb-Croat-Slovene State
France	Spain
Greece	Sweden
Guatemala	Switzerland
India	Uruguay

[1] Subject to the declaration inserted in the procès-verbal of the meeting of April 19th, 1921, as to the British Dominions which were not represented at the Barcelona Conference.

Convention and Statute on the Regime of Navigable Waterways of International Concern.

Albania
Austria
Belgium
British Empire [1]
Bolivia
Bulgaria
Chile
China
Czecho-Slovakia
Denmark
Esthonia
Finland
France
Greece
Guatemala
India
Italy
Lithuania
Luxemburg
New Zealand
Norway
Panama
Poland
Portugal
Spain
Sweden
Uruguay

Additional Protocol to the Convention on the Regime of Navigable Waterways of International Concern.

Albania
Belgium (accepts paragraph A,
British Empire (accepts paragraph A.)
Chile
Czecho-Slovakia (accepts paragraph B.)
Denmark (accepts paragraph A.)
Finland (accepts paragraph B.)
Greece
India (accepts paragraph A.)
New Zealand (accepts paragraph A.)
Norway (accepts paragraph A.)
Portugal
Spain (accepts paragraph A.)
Sweden

Declaration recognising the Right to a Flag of States having no Sea-coast.

Albania
Austria
Belgium
Bolivia
British Empire
Bulgaria
Chile
China
Czecho-Slovakia
Denmark
Esthonia
France
Greece
Guatemala
India
Italy
Latvia
Lithuania
Netherlands
New Zealand
Norway
Panama
Persia
Poland
Portugal
Serb-Croat-Slovene State
Spain
Sweden
Uruguay

[1] Subject to the declaration inserted in the procès-verbal of the meeting of April 19th, 1921, as to the British Dominions which were not represented at the Barcelona Conference.

5. The Commission of Control.

The Commission of Control, provided for by a resolution of the Assembly, to examine in detail each year the budget of the League for the following year, met in Geneva on November 25th and 26th. Those present were:

M. Georges Noblemaire (France) — President.

Dr. Osusky — Czecho-Slovak Minister in Paris.

Sir James Allen — High Commissioner for New Zealand in London.

Dr. Nederbragt — Chief of the Economic Division of the Ministry of Foreign Affairs at The Hague.

Dr. Louis Waddington — Counsellor to the Chilian Legation in London.

The Commission appointed Dr. Nederbragt as Rapporteur and began the study of the various questions with which it has to deal, especially devoting its attention to the information to be furnished by the Financial Director when the Budget for 1923 is presented to it.

6. Registration of Treaties.

The number of treaties registered has reached 200, of which over 100 have already been published. The rest are in course of publication.

Among the most recent are Austria's peace treaty with the United States of America, communicated by Austria for registration, a commercial treaty between Germany and Hungary, and commercial agreements between Hungary and Bulgaria, and Hungary and Switzerland, all three communicated by Hungary for registration.

III. Economic and Financial Questions.

1. An economic and financial questionnaire.

The Secretary-General has addressed to all the Members of the League of Nations and of the International Organisation of Labour a letter dated November 21st, in which he requests them to provide him with information on the following points:

1. Private wealth of the country before the war, if possible for 1913 or 1914.

2. Total estimated value of the net production before the war, if possible for 1913 or 1914.

3. Estimated value of property belonging to the State, or to municipalities or to other public bodies, also for the period before the war, and if possible for 1913 or 1914.

4. Total amount of the State Public Debt, and of any public debts of local or municipal authorities, for the same dates.

5. Total amount of the above public debts held at the same dates within the State.

Information on these points had already been asked for by the Secretary-General, in a letter dated June 7th, 1921, in order to facilitate the application of Article 393 of the Versailles Treaty, which stipulates that:

"Of the twelve persons representing the Governments (in the Governing Body of the International Labour Office), eight shall be nominated by the Members which are of the chief industrial importance."

This same Article of the Treaty of Versailles entrusts the Council of the League of Nations with the task of settling disputes which may arise on the question of ascertaining which are the members of the International Organisation of Labour of chief industrial importance.

The Council, on receipt of representatives from India during its meeting at San Sebastian in August, 1920, requested the Secretary-General to arrange with the International Labour Office the means of establishing the necessary data for determining which are the eight States of chief industrial importance. This question implied some preliminary studies, which have been entrusted to a special Commission, and it is at the request of this Commission that the Secretary-General addressed to all the States Members of the League and of the International Labour Organisation his letter, of June 7th, enclosing the questionnaire referred to above.

Many States have answered this questionnaire and some of them have forwarded very complete memoranda. Other States, however, have sent only partial answers and there are some which have not answered at all, no doubt because they consider themselves outside the scope of the Commission.

But the Commission, anxious to carry out its work as completely as possible, expressed a wish to receive answers to its questionnaire from all the Members; it was thought that the data might be of use in the consideration of other questions which have latterly been entrusted to the Secretariat of the League, such as the allocation of the expenses of the League among its Members, and the enquiry in connection with Disarmament. It is probable, also, that other occasions will arise where the same data will be of great value.

These reasons have led the Secretary-General to make a further appeal to the States Members of the League and of the Labour Organisation which have not hitherto replied to his letter of June 7th, asking them to furnish the Secretariat with the data required. All information as well as all correspondence on the subject should be addressed to Professor Corrado Gini, of Padova University, Italy, Economic Expert serving on the Commission.

2. The tenth number of the "Monthly Bulletin of Statistics."

The 10th number of the *Monthly Bulletin of Statistics* has just been published. Thanks to data furnished by the Governments of Poland, Roumania, Czecho-Slovakia and Hungary, it has been possible to add new columns in the tables of production, prices, and capital issues. Most of the figures are published for the first time or are otherwise not easily accessible.

3. Professor Gini's Report.

The Council has decided to publish in extenso Professor Gini's Report on Raw Materials. This Report was written in connection with the enquiry on raw materials undertaken by the Financial and Economic Committee, at the request of the Council on the recommendation of the Brussels Conference. Though published by the League, the Report remains under the scientific responsibility of its author.

Certain extracts of special relevance to the Committee's own report have been made and are about to be published as an annex to that Report. The full text will be available as soon as the revision of the statistical appendices, upon which Professor Gini and his collaborators are now engaged, is completed.

IV. Political Questions.

(1) The Albanian Frontier Question.

The Council of the League of Nations was approached by Albania several times during the last twelve months concerning difficulties she had experienced with neighbouring States over the question of the Albanian frontiers, and the Council had decided that it would not intervene, as the Conference of Ambassadors was already dealing with the matter. Since then, the Conference of Ambassadors has concluded its examination of the problem and the frontiers of Albania were fixed on November 9th by Great Britain, France, Italy and Japan, who notified their decision direct to the interested Powers. The same day, the Secretary-General received notification of this decision from M. J. Cambon, President of the Conference of Ambassadors, in the following terms:

"Paris, November 9th, 1921.

"The resolution unanimously voted on October 3rd, 1921, by the Assembly of the League of Nations at Geneva, including the corresponding vote of the Albanian representative, took note ' of the fact that the Serb-Croat-Slovene State and Greece have recognised the Principal Allied and Associated Powers as the appropriate body to settle the frontiers of Albania,' and 'recommended Albania now to accept the forthcoming decision of the Principal Allied and Associated Powers. '

"The Conference of Ambassadors, moreover, regards this resolution merely as a renewal of the obligations already undertaken by the Greek and Serb-Croat-Slovene Governments when they signed the Treaties of Saint-Germain, Neuilly, and Trianon.

"On behalf of the Conference of Ambassadors, I have the honour to forward herewith for your information a copy of the decision taken to-day by which the British Empire, France, Italy and Japan have fixed, in virtue of their powers, the frontiers of Albania.

(Signed) Jules Cambon."

The frontiers established by the Powers are virtually the same as those of 1913, except for four slight modifications, of which three are to the advantage of the Serb-Croat-Slovene State and one to the advantage of Albania. In their decision of November 9th the Powers also recognised the Government of Albania.

The Meeting of the Council of the League. — While the Conference of Ambassadors was fixing the frontiers, troubles were reported in Northern Albania, and on November 7th, the British Premier, Mr. Lloyd George, sent the following telegram to the Secretary-General:

"Continued advance of Jugo-Slav forces into Albania being of nature to disturb international peace, His Majesty's Government desire to call the attention of the Council thereto and request that you will take immediate steps to summon meeting of the Council to consider situation and to agree upon measures to be taken under Article 16 in the event of the Serb-Croat-Slovene Government refusing or delaying to execute their obligations under the Covenant. Ambassadors Conference have now decided frontiers of Albania, which will at once be notified to interested parties."

The Secretary-General immediately informed the President and Members of the Council and a meeting of the Council was summoned for November 16th in Paris. The Secretary-General also sent copies of Mr. Lloyd George's telegram to the Serb-Croat-Slovene and Albanian Governments and invited them to appoint representatives for the meeting. Those present at the Council were:

M. Hymans, Belgium, President.
M. Da Cunha, Brazil.
M. Léon Bourgeois, France.
M. Tang Tsai Fou, China.
M. Quiñones de León, Spain.
Mr. Fisher, Great Britain.
Marquis Imperiali, Italy.
Viscount Ishii, Japan.

Representatives of Serb-Croat-Slovene State:

M. Boskovitch, President of the Serbian Section of the Reparations Commission.
M. Jovanovitch, Minister at Berne.
M. Popovitch, Under-Secretary of State for Foreign Affairs at Belgrade.

Albanian Representatives:

M. Midhat Frasheri, President of the Albanian Delegation in Paris.
M. Mehmed Konitza, President of the Albanian Delegation in London.

The Council held four meetings at the Palais du Petit Luxembourg, Paris, and with the exception of the first, which lasted only a few minutes, all the discussions took place in public, numerous representatives of the Press and diplomatic corps being present.

Mr. Fisher's Statement.— Mr. Fisher explained the object of the initiative taken by Mr. Lloyd George. After having recalled the fact that Albania and the Serb-Croat-Slovene State were both Members of the League of Nations, solemnly bound to observe the obligations of the Covenant, he declared, in the first place, that in submitting the matter to the Council the British Government was actuated by no unfriendly feelings towards the Belgrade Government; the British Government and the British people, he said, had the greatest sympathy for the Serbian people, whose valour during the war and whose high qualities they thoroughly appreciated. The Council had already been occupied on several occasions with the Albanian question. Since June 25th last, when the Council recommended the interested parties to refrain from any acts which might disturb the work of the Conference of Ambassadors, things had gone from bad to worse. He quoted several extracts from the Serbian Press regarding the hostilities which had taken place in the frontier regions of Albania, and referred to attacks carried out by the Mirdite Chief, Marc

Djoni, in revolt against the Albanian Government at Tirana, adding that the Chief had found refuge in Serbia and had there prepared certain of the attacks. Mr. Fisher said the British Government inferred from these facts that there was a plan on foot to detach the North of Albania from the Government of Tirana by encouraging certain disaffected members of the Mirdite tribes to revolt from the Government of Tirana and to acclaim themselves an independent republic. Information in the hands of the British Government led to the conviction that the great mass of the Albanian population in that region, including the heads of the Christian Church, were in favour of the maintenance of allegiance to the Government of Tirana.

Mr. Fisher also criticised the conduct of the Serb-Croat-Slovene troops in the territories which, under the orders of the Inter-Allied commander-in-chief, they had occupied in Albania after the armistice and quoted a despatch from the British Consul at Durazzo, according to which a large number of villages had been destroyed by the Jugo-Slav troops. In conclusion, he expressed the hope that these incidents would quickly be regulated and that the Government at Belgrade, having accepted the decision of the Conference of Ambassadors, would loyally withdraw these troops beyond the limit of the frontier which had been assigned to it.

Reply of Serb-Croat-Slovene Representative. — M. Boskovitch said that the British Government had begun by considering first of all the measures which should be taken against the Serb-Croat-Slovene Government in the event of its refusing to carry out a decision which had not even been received at the moment when these measures were contemplated. He contested the accusations brought against his country and maintained that the Serbian troops had never been the first to pass the line of demarcation drawn by the Inter-Allied commander, but they had been compelled to counter-attack in order to retake the posts which had been captured by Albanian aggression. These were the attacks which resulted in the destruction of the villages referred to by Mr. Fisher. M. Boskovitch further declared that the Christian Mirdite population had risen spontaneously to defend their independence.

The Belgrade Government had decided to respect the frontier line drawn by the Ambassadors' Conference, although it had protested against the procedure followed by the Conference in establishing this line without consulting those interested; the Serb-Croat-Slovene Government being equally mindful of its obligations under the Covenant of the League of Nations, the threat of employing Article 16 against it was, he said, particularly painful to the *amour propre* of the country. His country would make every effort to maintain good relations with the Albanian population on the other side of the frontier.

Reply of Albanian Representative. — M. Midhat Frasheri said the Jugo-Slav troops had attacked places beyond the line of demarcation drawn by the Inter-Allied Commander— places whose population had already taken part in the Albanian legislative elections. He also declared that the Mirdite Chief, Marc Djoni, had found refuge and support in Serbian territory, whence he had returned with troops and arms. Nevertheless, it was useless to go back over the past, and the Tirana Government desired henceforward to have good neighbourly relations with the Serb-Croat-Slovene Kingdom. At the same time, he asked that, in order to prevent fresh incidents, a Permanent Frontiers Commission should be appointed, comprising an Albanian, a Serb and a representative of the League of Nations.

The Resolution of the Council. — M. Bourgeois, supported by Mr. Fisher and the Marquis Imperiali, said the controversy concerned past events, and the two parties had now decided to respect the frontier line drawn by the Conference of Ambassadors and to maintain neighbourly relations; in these circumstances, the Council of the League, whose task was to assure the future, must take note of these favourable developments and support with its authority the re-establishment of friendship between the two neighbouring States.

The President of the Council, M. Hymans, then read the following resolution:—

"The Council of the League of Nations:

"Having heard the statement concerning the information which led the British Government to request, in its telegram of November 7th, the immediate convocation of the Council 'to study the situation created by the advance of the Jugo-Slav troops into Albania and to agree upon measures to be taken;'

"Having heard the explanations given by the representatives of the Serb-Croat-Slovene and Albanian Governments;

"Considering that the Assembly of the League of Nations recognised on October 3rd that the Principal Allied and Associated Powers were responsible for fixing the definite frontiers of Albania;

"Considering that the Conference of Ambassadors decided on November 9th, 1921, that it was necessary to confirm with certain specified alterations the line of the frontiers of Albania, established in 1913 by the Conference of Ambassadors in London;

"And considering that the frontiers of Albania are consequently now fixed and must be respected in accordance with the guarantees assured to the Members of the League of Nations by the Covenant:

"The Council notes the declaration of the Prime Minister of the Serb-Croat-Slovene State in which he affirms that the Serb-Croat-Slovene State is taking, in accordance with the above decision, all steps to assure the immediate evacuation of its troops from all territory belonging to the Albanian State. The Council notes also the assurance given by the representatives of the two States that they intend to live as neighbours maintaining good relations with each other, which implies that neither shall take, either directly or indirectly, any action to provoke or encourage any movement which might disturb the internal peace of its neighbour.

"The Council is glad to note the conciliatory attitude adopted in its presence by the Albanian and the Serb-Croat-Slovene Governments which augurs well for the future;

"The Council decides to give the Commission of Enquiry sent to Albania, in accordance with the resolution of October 6th, the following instructions:

"1. The Commission shall keep the Council informed of the retirement of both the Jugo-Slav and Albanian troops from the provisional zone of demarcation provided for in the decision of the Conference of Ambassadors of November 18th, 1921; it shall keep in touch with the Delimitation Commission whenever necessary and shall place itself at the disposal of the local authorities to assist in carrying out the evacuation so as to avoid incidents.

"2. The Commission shall satisfy itself that no outside assistance is given in support of a local movement which might disturb internal peace in Albania.

"The Commission shall examine and submit to the Council measures to end the present disturbances and to prevent their recurrence."

M. Boskovitch renewed his Government's protest against the procedure followed by the Conference of Ambassadors, and said that, according to the text of the instructions given by the Assembly of the League of Nations to the Commission of Enquiry, the field of activity of this Commission should be confined to Albania.

M. Midhat Frasheri also presented some observations concerning guarantees which would make the resolution of the Council effective.

The resolution, accepted by both parties under reserve of the above observations made by M. Boskovitch, was unanimously adopted by the Council.

The "Zone of Demarcation" between Albanian and Serb-Croat-Slovene Troops. — The decision of the Conference of Ambassadors of November 18th with which the above resolution was concerned was brought to the notice of the Council of the League of Nations by M. Jules Cambon, President of the Conference of Ambassadors in a letter dated November 18th, 1921. M. Cambon explained that the President of the Council of Ministers of the Serb-Croat-Slovene State, having expressed his desire to be informed of the points to which the Royal army must withdraw its frontier posts, the Principal Allied Powers, basing their action on decisions already taken in similar cases, had decided to constitute a demarcation zone which should be free of all Albanian and Jugo-Slav troops until the frontier had been traced on the spot. The limits of this zone of demarcation had been notified to the two Powers by letters of which copies were sent to the League. M. Cambon added that a Commission of Delimitation would be invited to proceed to Albania at once to trace the frontiers on the spot.

"The Principal Allied Powers," he added, "feel bound to point out to the Council that the lack of accuracy in geographical details in the district in question which has induced them to take to-day's supplementary decision may make it impossible to be certain whether either party is respecting the demarcation zone. They therefore express the opinion that, if the Commission of Enquiry sent to the spot by the League of Nations, comes to the conclusion that an infringement of the regulations of this supplementary decision has been committed, this Commission should immediately inform the Delimitation Commission. The Delimitation Commission will be called upon to proceed at once to Albania, and will thus be in a position to estimate, with the help of the technical means at its disposal, the true state of affairs regarding the position of the interested parties with respect to the demarcation zone."

The Commission of Enquiry of the League in Albania. — The members of the Commission of Enquiry in Albania, appointed by the Council of the League of Nations in accordance with a resolution of the Assembly, met in Geneva on November 10th. Two of them, Colonel Schaeffer (Luxemburg) and Major Meinich (Norway), left Geneva on November 15th for Albania. The third member of the Commission, M. Thesleff (Finland), was unable to accompany them for reasons of health, and he has been replaced by Professor J. J. Sederholm (Finland).

The first telegram from the Commission was received by the Secretariat on November 23rd, dated from Valona. In this telegram, the Commission acknowledged receipt of the additional instructions given by the Council of the League as indicated in its resolution of November 19th. In accordance with the paragraph in this resolution by which the Commission is to keep the Council informed of the retirement of both Jugo-Slav and Albanian troops from the provisional zone of demarcation, the Commission reported that, according to information received from the Albanian Government, Albanian troops had occupied Oroshi and the Jugo-Slav troops still occupied a line parallel to the Drin and crossing Louria.

2. Germano-Polish Negotiations on Upper Silesia.

On October 20th, the Ambassadors Conference decided in accordance with the recommendation of the Council, that the Polish and German Governments should appoint plenipotentiaries to negotiate a Convention safeguarding minorities and administering the economic guarantees in the Upper Silesian plebiscite area. The

League Council was to appoint a President for the Conference, who should negotiate between them in case of disagreement and whose duty it would be to announce the time and place of the meeting.

In the beginning of November, the Conference of Ambassadors informed the Secretary-General of the League that the German and Polish Governments had appointed their plenipotentiaries. The Council, on November 14th, appointed M. Calonder, former President of the Swiss Confederation, as President of the Conference, and M. Calonder summoned the plenipotentiaries at Geneva on November 23rd.

Germany was represented by:

M. SCHIFFER, former Minister of the Reich.
Dr. LEWALD, former Secretary of State.
Count VON SCHULENBERG, from the Ministry of Foreign Affairs.

Poland was represented by:

M. OLSZOWSKI, Minister plenipotentiary.
M. PERLOWSKI, Counsellor of Legation.
M. KRAMSZTYK, Secretary to the Ministry of Foreign Affairs.

At the first meeting, after M. Calonder had explained the nature of his functions, the two delegations stated that they entered upon their task in a conciliatory spirit and fully conscious of the interest not only of their own countries but of the whole world, in a satisfactory solution of the problem caused by the partition of Upper Silesia.

In three sittings the Conference worked out and adopted its rules of procedure on the basis of a draft presented by M. Olszowski. The following are the main heads of these rules:

(a) *The Sub-Commissions.*

Sub-commissions, composed of representatives of the two countries, shall be constituted as soon as possible to prepare the various parts of the Convention concerning railways, the distribution of water and electricity, the currency regime, postal and telegraphic services, the customs regime, the distribution of coal and mineral products, employers' and miners' associations, social insurance, system of frontier permits, private law and private rights, and questions of nationality and domicile. These sub-commissions will sit in Upper Silesia. A sub-commission, whose duty it will be to provide for the protection of minorities, will meet at Geneva.

Another sub-commission will be created later to define the scope and functions of the administrative and legal organisations necessary to ensure the working of the Convention.

(b) *The Composition and Work of the Sub-Commissions.*

The Polish and German plenipotentiaries will each appoint a president, advisers and experts for every sub-commission. The members of the sub-commissions will be chosen as far as possible from among the population of the plebiscite area, and from among persons intimately connected with this region. The presidents appointed will in turn preside over the debates of the sub-commissions.

The sub-commissions will prepare one, or, in case of disagreement, two draft proposals. If it is considered necessary, expert opinions may be taken, or enquiries made on the spot. When the sub-commissions have finished their work, the results

will be submitted to the plenipotentiaries, who will be at liberty to approve or disapprove of the proposals thus put before them.

The President of the Conference and the plenipotentiaries may take part in the sittings of the sub-commissions. Opinions expressed by members of the sub-commissions will not be binding on the plenipotentiaries.

(c) *The Final Wording of the Convention.*

It will be for the Conference, together with the President, to draft the text of the Convention. Plenipotentiaries will submit their proposals to the President before January 15th, 1922.

After receiving these proposals, the President will summon the Conference in plenary session at Geneva. He may summon them before this date at the request of one of the parties, or if he considers it advisable. It is the President who will have the final word in case of disagreement between the two parties. The text established by the President of the Conference on disputed points will be accepted by the two parties and incorporated in the Convention. Finally, the President will satisfy himself that the text of this Convention is in agreement with the decision of the Allied Powers.

3. The neutralisation of the Aaland Islands.

The Swedish Minister for Foreign Affairs, M. Branting, informed the Secretary-General by telegram, dated November 18th, that the Swedish Government had that day ratified the Convention concerning the non-fortification and neutralisation of the Aaland Islands, signed at Geneva on October 20th. The ratification will shortly be deposited with the Secretariat of the League of Nations at Geneva by the Swedish Minister at Berne.

4. Hungary.

(a) *A Protest from the Hungarian Government.*

On November 13th the Hungarian Government addressed to the Secretary-General a note in which, after having announced the resignation of Count Apponyi as chief of the Hungarian Delegation, instructed to request the admission of Hungary to the League, the Government expressed its regret that the League of Nations, under Articles 11 and 16 of the Covenant, had taken no steps in the interests of peace during the recent complications in Central Europe.

This letter was communicated to the Members of the Council and, in accordance with their instructions, the Secretary-General sent a reply (dated November 23rd) to Count Banffy, President of the Hungarian Council of Ministers, stating that the League did not intervene because no request for intervention was received from any State, member or non-member of the League.

(b) *Note from the Government of Czecho-Slovakia.*

On November 17th, M. Osusky, the Czecho-Slovak Minister in Paris, addressed a note to the Secretary-General, announcing in the name of M. Benes, President of the Council and Minister for Foreign Affairs, that the Czecho-Slovak Government would submit a detailed report on its action and the point of view it had maintained during the recent Hungarian difficulties.

M. Osusky added that the Czecho-Slovak Government believed it to be its duty to supply the League of Nations with all necessary data on this matter in order that the League might be accurately informed of all the intentions, views, and actions of the Czecho-Slovak Government.

V. Administrative Questions.

1. Free City of Danzig.

(a) *The Danzig-Polish Agreement of October 24th, 1921.*

This Agreement is designed to complete the Convention concluded between the Free City of Danzig and Poland on November 9th, 1920, and to provide for the carrying out of that Convention. The purpose of the Convention of November 9th, consisting of 40 articles, was to regulate political, legal, commercial and other public relations between the two contracting parties. It stipulated that further arrangements should be concluded between the interested parties on all questions not dealt with in the Convention. From this has resulted the important Agreement of October 24th.

This Agreement, containing 244 articles in nine parts, was signed at Warsaw. The first part deals with rules for naturalisation as a citizen of the Free City, and for a system of frontier-permits to Danzig and Polish nationals; the ways in which foreign societies can become Danzig societies; the mutual right of the two contracting parties to set up commercial houses, and so forth.

The second part of the Agreement deals with legal questions ; parts III to VII concern postal and telegraphic, financial, customs and trade relations between the Free City of Danzig and Poland, as well as between the two contracting parties and foreign countries. The eighth part deals with the supplying by Poland to Danzig of foodstuffs, fuel and raw materials. The ninth and last part is concerned with questions of education, language, etc.

(b) *Financial Inquiry.*

A delegation from the Financial Committee of the League, composed of M. Avenol and M. Jansen, has recently visited the Free City of Danzig in order to examine financial position. This was undertaken as the result of the Free City's request to the Council for financial co-operation.

The delegation were received by the High Commissioner, General Haking, and had interviews with the President of the Senate and the leading senators of Danzig, with representatives of the Polish Government and with many of the chief bankers and business-men of the City. Their report will be considered at the next meeting of the Financial Committee, who will then advise the Council on the reply to be made to the Free City's request.

The delegation completed their inquiry by a short visit to Warsaw to examine the economic and financial relations between Danzig and Poland.

2. Ninth General Report of the Saar Basin Governing Commission.

The ninth general report of the Saar Basin Governing Commission, which covers the months of August, September and October, has just been received by the Secretariat of the League. It contains the following points of interest:

The economic crisis existing in the greater part of Europe has become specially severe in the Saar Territory because of the continued depreciation of the mark. This depreciation accounts for the unfortunate position of the workers, who are paid in marks, and for the reductions effected in the salaries of the workers paid in francs; it explains the rise in the cost of living in the last few weeks.

Moreover, the depreciation in the currency has made it more difficult for the Saar metallurgical industries — which have to pay in francs for coal, wages, and transport — to compete in German and other markets, with the Westphalian-Rhenish industries.

The mass of the population has also been affected by the depreciation of the mark. The cost of foodstuffs and other necessities has risen, and the inflation of German currency has imposed a new and considerable charge upon the public and private funds of the Territory.

The Governing Commission has endeavoured to assist the industries of the Saar Basin Territory to meet the present economic crisis.

From August onwards it has obtained from the French Government a reduction of more than 30% in the price of coke delivered to the ironworks of the Territory. As regards the transformation industries, it has requested and obtained a reduction of 20% in the price of coal employed in the manufacture of products exported to Germany. It has drawn the attention of the French Government to the advisability of taking steps to put an end to unemployment in the mines. It is considering tariff measures for reducing the transport expenses of the manufacturers of the Saar Territory.

The Governing Commission has, moreover, taken certain steps to protect purchasers in the Saar Territory as far as possible against the consequences of the depreciation of the mark, and at the beginning of August a credit of one million francs was placed at the disposal of the Department of Public Relief to be distributed among the most deserving victims of the present economic difficulties.

The attention of the Governing Commission has been specially drawn to the condition of the Communal officials and workers. Since last summer, the Government has paid its personnel in francs, while the Communes have continued to pay in marks. The depreciation of the German currency has placed the Communal officials and workers in a very precarious position and has brought about a quite disproportionate difference between their remuneration and that of the corresponding State employees.

Although, for various reasons, it was impossible to allow the Communal salaries to be increased in marks, nevertheless, the Governing Commission, wishing to permit them to obtain a remuneration equal to that received by the State officials and workers, declared itself ready to place at the disposal of such Communes as might desire it sufficient resources to enable them to pay their employees in francs up to April 1st, 1922 (that is to say, up to the beginning of the next financial year) without supplementary expenditure on their part.

More than half the communes have accepted the proposals of the Governing Commission. The Municipal Council of the town of Saarbruck rejected them, and a lively agitation ensued.

Since last August the unrest caused by the fall of the mark, the economic crisis, the strikes and their partial failure, the unemployment of miners, and the straits of the municipal officials and workmen, have been mercilessly exploited for political ends.

A campaign against the circulation of the franc led to protests by various elements of the population holding opposing views. The Socialist unions of miners, metal workers and railway workers, in a telegram and resolution transmitted to the Governing Commission, disowned a delegation which had gone to Geneva in October last to complain of the economic crisis in the Saar Basin and to assign the responsibility for it solely to the introduction of French money. It is stated that the position of the Governing Commission was never so difficult as at the present time.

Reduction of French Troops.

The 26th Regiment of Algerian Tirailleurs was withdrawn from the Territory in September and no other unit has been sent to replace it. Before January 1st next, the 31st Regiment of Algerian Tirailleurs will be replaced in the Saar Territory by three battalions of Chasseurs à pied. This change will involve the departure of the Colonial troops and will effect a further reduction of the garrison.

Railways.

Some reductions in the tariffs on fertilisers have been secured in the interest of agriculture. Also, at a time when the working population is on the point of laying in its winter supplies, the Governing Commission decided to reduce also the cost of carriage for food-products, potatoes, vegetables, fruit, milk, etc.

Negotiations have been entered into with the French Government for the purpose of deciding on what basis it will participate in the extension of the frontier stations north of the Saar, with a view to working the Customs system provided for in the Treaty of Peace as from January 10th, 1925.

Legislation.

In order to bring the laws and legislations which were in force in the Territory into agreement with the stipulations of the Peace Treaty, the Governing Commission issued a series of decrees amending and abrogating a number of the texts of the various German codes. For the most part these changes consist in substituting for German, Prussian and Bavarian institutions the new institutions of the Saar Territory, such, for instance, as the new Supreme Court at Saarlouis, now made the Court of Appeal for civil and criminal cases.

Public Works.

The roads maintained by the services of the Governing Commission are in a normal condition. It was necessary to keep the canalized Saar closed to traffic for a slightly longer period than had been expected, as it had not been closed for repairs during the preceding seven years, but the navigable waterway was restored to normal working order about August 1st.

Public Education.

The report mentions the vacation courses for foreigners at Nancy and Boulogne-sur-Mer, in which about 40 school-teachers from the Saar Basin took part. These teachers will henceforward be responsible for the teaching of French in Communes which have expressed a desire for it, and especially in Communes on the French frontier, where it is of primary importance for the inhabitants to understand and to speak both languages.

Social Insurance.

Various social insurance organisations have been formed as a result of investigations which followed the Berlin Agreement of June 3rd, 1921 (see August *Monthly Summary*). They comprise the Corporate Industrial Insurance against Accidents and the Special Institute for Insurance against Disablement in the Territory of the Saar.

Agriculture and Food Supply.

The food supply measures adopted by the Governing Commission, of which some details were given in the September number of the *Monthly Summary*, have been applied. The Supply Department, having itself assured the supply of grain in the Territory for a period of one month, concluded an agreement with the Imperial Cereals Office at Berlin. This office will continue to supply the quantity of cereals and flour required by the Communal associations of the Territory at the rate of 200 grams per head per day, in the proportion of one-third of German cereals to two-thirds of foreign cereals.

Health and Public Welfare.

For the improvement of public health and for the co-ordination of all efforts made in this direction, a Central Welfare Office has been formed and attached to the Department of Public Relief. Its principal task is to improve living conditions amongst the poorer classes.

Measures have been taken with a view to the utilisation of the salt baths at Rilchingen by the poorer classes of the population. Lastly, various regulations have been issued with regard to the fees of district doctors, to chemists' charges and to the exercise of their profession by doctors attached to the French State Mining Administration.

The Inter-Communal Association for the construction of houses (mentioned in the September number of the *Monthly Summary*, page 90) has obtained considerable results. In less than three months, subsidies have been granted for the construction of 244 houses, containing 497 flats.

In concluding its report, the Governing Commission points out that, in spite of the continuous and — latterly — alarming depreciation of the mark, which constitutes a very serious problem both for the population and for the Government of the Saar, the industrial situation is for the moment very satisfactory. The number of unemployed — to quote one figure only — does not exceed 3,000 in a population of more than 700,000, including 180,000 workmen. Considering that this is a critical period, the figure is not very high.

3. Protection of Minorities.

Last June, the Council adopted a joint proposal from the Governments of Poland and Czecho-Slovakia, according to which every request relative to the protection of minorities not emanating from Members of the League should first of all be transmitted to the interested State for observations before being communicated to the Council and to the Members of the League. Other States expressed

their desire to follow the same procedure as is now in force for the following countries: Austria, Hungary, Poland, Roumania and Czecho-Slovakia.

VI. Humanitarian and Social Questions.

1. Pitiable situation of Russian Refugees.

At the November meeting of the Council of the League of Nations in Paris, the Secretary-General presented a report on Dr. Nansen's work as High Commissioner on behalf of the League for the question of Russian refugees.

He said Dr. Nansen had been actively engaged in the preliminary organisation of the work which he hoped to be able to carry out. In the meantime, he had been compelled by the urgency of events to devote a considerable amount of his time and attention to the problem of the refugees in Constantinople who had been rendered destitute by the cutting-off of the sources of supply by which they were previously being fed and maintained. Dr. Nansen had pointed out to the Russian organisations, to the Governments, and to the High Commissioners of the Allied Powers in Constantinople, that neither the League of Nations nor he himself had accepted any responsibility for the maintenance of these refugees. The acting President of the Council, at Dr. Nansen's request, had also drawn the attention of certain Governments to the subject.

"The High Commissioner naturally, however, was called upon to face the pitiable situation of the 15,000 Russians who now find themselves absolutely without resources in Constantinople, and among whom actual death by starvation has become a common event. Without undertaking responsibility, he had appealed to the Governments interested to make every effort to assist these refugees, and he has similarly appealed to the voluntary organisations engaged in work on behalf of the refugees. He is confident that if he could secure a small sum of money — *e. g.* £ 30,000 — he would be able to keep the refugees alive until such time as his plans for settling them elsewhere have been brought to maturity.

"Dr. Nansen has always recognised that the only real solution, both for the problem of the refugees in Constantinople and for the problem of the refugees in general, is to settle them in productive employment in countries where they will not become a charge on the public funds. With this object in view, he has made every effort to induce countries where such a prospect is possible to accept refugees from Constantinople. The Government of Czecho-Slovakia has very generously agreed to accept 6,000 refugees and the Bulgarian Government is willing to receive and to maintain the children. Arrangements for the full execution of these plans are now well advanced, and a number of the refugees have already reached Czecho-Slovakia.

"Dr. Nansen has, however, found it very difficult to organise the necessary transports, to secure the necessary visas from countries which the refugees have to cross in transit, and generally to obtain the facilities required for the execution of the modest schemes he has prepared. It is evident that in such matters Dr. Nansen must depend very greatly on the assistance and co-operation of the Governments of the various countries concerned.

"When he began his repatriation of prisoners eighteen months ago, Dr. Nansen was faced with very similar difficulties, and on that occasion the Council rendered him ready and effective assistance by authorising the President to write to the Governments of all the interested States, urging that they should allow free transit of prisoners through their territory, the establishment of camps, and that in other ways they should facilitate the task of the High Commissioner. It seems that the Council might again render the High Commissioner great assistance by requesting its President to address to the Governments concerned an appeal on its

behalf urging them to render him all the assistance in their power in connection with the transport of refugees, the granting of transit visas, the support of the refugees and in other ways."

The report was adopted by the Council, which passed the following resolution:

"The Council, having considered the pitiable situation of the Russian refugees in Constantinople, authorises the President to address a letter to all the interested Governments inviting them to render to the High Commissioner all the assistance in their power in connection with the solution of the problem and, in particular, in connection with the transport of the refugees to other countries, the granting of transit visas, the finding of the means necessary to their maintenance, and their settlement in productive employment."

2. Campaign against Typhus.

In response to the urgent appeal sent by the Presidents of the Assembly and of the Council to all Members of the League, asking for their help in the campaign against typhus, promises of two fresh contributions have been received. The Czecho-Slovak Government, which about a year ago was unable to contribute, owing to the heavy drain on its budget in connection with local measures against epidemics, has now promised to place the sum of 1,000,000 crowns at the disposal of the League; and the Belgian Government has promised a second contribution of £ 1000.

3. The Traffic in Women and Children.

The International Conference on Traffic in Women and Children which was summoned by the League of Nations met last July in Geneva and resumed in a "Final Act" all recommendations and resolutions passed.

A certain number of provisions were subsequently embodied in an International Convention, and the Second Assembly of the League, last September, urged the immediate acceptance by Members of the League of the Draft International Convention presented by the Fifth Committee.

Eighteen States signed this Convention during or immediately after the Assembly.

Since then, Belgium, Brazil, Colombia, Costa Rica, and Greece have signified their adherence, the others in the total list of signatories comprising Albania, Australia, British Empire, Canada, Chile, Esthonia, Italy, Japan, Latvia, Lithuania, New Zealand, Norway, Persia, Portugal, Siam, South Africa, and Switzerland.

4. The Traffic in Opium.

The League Secretariat has hitherto received 14 replies to the questionnaire sent out by the Council to all the States of the world, concerning the steps taken, under the Hague Opium Convention and otherwise, to regulate or suppress the traffic in opium and other dangerous drugs. One of these States, Denmark, has ratified the Hague Convention.

The States that have replied are: Abyssinia (letter from the British Legation), Albania, Austria, Belgium, Bulgaria, Czecho-Slovakia, Denmark, Dominican Republic, France, Great Britain (also Barbados, Basutoland, Bechuanaland, Bermuda, Cyprus, the Gold Coast Colony, Malta, Northern Rhodesia, Santa Lucia, Sierra Leone, Somaliland, Southern Rhodesia), Hungary, Latvia, Monaco and Siam.

VII. Miscellaneous.

The First Gold Franc.

The gold franc, which is the basis of all the monetary transactions of the League of Nations, is solely an expression of values and does not exist as metal currency. But a single coin to represent this monetary unit has now been struck and it contains the exact ingredients in value. It is a small piece of gold about one-third of the size of an English farthing, octagonal in shape and very thin. It rests in a small jewel case, and on one side appears the inscription "S. d. N." (la Société des Nations) "1921", and on the other side "1 franc-or" (1 gold franc). It is 0.3225805 of a gramme of gold, 90 % fine, and is worth 0.1925 of a dollar, expressed in American currency. All State contributions to the League of Nations, and all payments by the League, including salaries of the Secretariat, are reckoned on the basis of gold franc value, but the gold franc itself never having existed in tangible form, a great many people have been perplexed by the term. One example will show how the calculations are made. A short time ago, the British Government paid £9,422 10s, 4d. in sterling on account of its annual contribution. At the time of its receipt the rate of exchange was four dollars to the pound sterling and as there are 5.1826 gold francs to the dollar, Britain was credited with 195,326.86 gold francs as part of her contribution, which for the whole year is 1,041,666 gold francs.

It was Sir Herbert Ames, the Financial Director of the League, who conceived the idea of designing this coin, and he made it octagonal in shape to represent the Council's membership of eight. He has presented the unique coin to the Secretary-General, Sir Eric Drummond.

VIII. Agents for League Publications.

Numerous enquiries about the publications issued by the League of Nations are received by the Secretariat at Geneva, and for general convenience a list is appended giving the authorised agents for these publications in various countries. The Publication Department at Geneva issues a catalogue which is periodically revised and sent regularly to those desiring it. It comprises the *Official Journal* and its six Special Supplements; the Treaty Series of International Engagements registered by the Secretariat; the *Monthly Bulletin of Statistics*; the Minutes of the Sessions of the Council, beginning with the 12th Session; the Reports of the Secretary-General to the 1st and 2nd Assemblies; Report on the Financial Reconstruction of Austria; Verbatim Report of the International Financial Conference at Brussels; Currencies after the War; Documents, Reports and Discussions on the Permanent Court of International Justice; and the Records of the First Assembly (including Plenary Meetings and Meetings of the Committees).

Authorised Agents.

Australia: Australasian Publishing Co., Ltd., 239, Clarence Street, *Sydney*.
Belgium: Librairie de la Lecture Universelle, 86, rue de la Montagne, *Brussels*.
Denmark: V. Pios-Boghandel, 13, Nôrregad, *Copenhagen*.
Spain: Editorial "Saturnino Calleja" S.A., Calle de Valencia 28, *Madrid*.
France: Editions G. Crès & Cie., 21, rue Hautefeuille, *Paris*.

GREAT BRITAIN, DOMINIONS AND COLONIES: Messrs. Constable & Co. Ltd., 10 and 12, Orange Street, *London*, W.C. 2.
HOLLAND: Martinus Nijhoff, Uitgever, Lange Voorhout 9, *The Hague*.
INDIA: Oxford University Press, *Bombay*, *Madras* and *Calcutta*.
ITALY: Libreria Fratelli Bocca, Via Marco Minghetti 26-29, *Rome*.
JAPAN: The Maruzen Co. Ltd. (Maruzen-Kabushiki-Kaisha) 11-16, Nihonbashi Tori — Sanchome, *Tokio*.
NORWAY: Olaf Norli, Universitetsgaten 24, *Christiania*.
SWEDEN: C. E. Fritze, Hofbokhandel, Fredsgatan 2, *Stockholm*.
SWITZERLAND: Editions Fred. Boissonnas, 4, Quai de la Poste, *Geneva*.
UNITED STATES: World Peace Foundation, 40, Mt. Vernon Street, *Boston*, Mass.

MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

No. 9. 1921

Information Section of the League of Nations, Geneva

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I. The League of Nations in 1921.

Mr. Balfour, speaking at the last Assembly on the Secretary-General's Report, said a glance at its Table of Contents gave striking indication of the extent of the League's activities. He added that if any man, reading that index, should then ask himself the question: "Were the League of Nations abolished to-morrow, what body either exists or could be found which could do these things?" he would answer for him that he would get up from perusal a convinced and lifelong supporter of the League's work. On the other hand, though he doubted whether that was possible, the volume, if four times as long, would be twice as interesting. Since Mr. Balfour's utterance there have been important additions to the Table of the League's work for 1921, and it is hardly possible in a review of the year for the *Monthly Summary* to do much more than draw attention in a general way to what may be called the Table of Contents for that period.

There are not many questions of international concern with which the League, in some form or other, has not been associated. Politics, economics, and humanitarian problems, have been approached from various angles and sensible progress has been made in a number of directions, though frequently not of a kind to create wide popular interest.

Public attention to the League's work has probably been devoted chiefly to the creation of the Permanent Court of International Justice, the Upper Silesian recommendation, and Armaments. Of these, the greatest constructive effort has been the establishment of the Court, which is an essential part of the fabric of the League, and creates an effective instrument for the settlement of international controversies without resort to war. At one moment there was some anxiety as to whether a sufficient number of ratifications to the Statute would be received to

permit of the election of the Judges at the last Assembly. This was due to the national forms of procedure which had to be observed. But within the nine months which elapsed between the first Assembly's approval of the Statute and the second Assembly, more than the necessary 25 ratifications reached the Secretariat. This in itself was a considerable achievement, and the election was carried through without a hitch. The nationalities represented on the Court are American, Brazilian, British, Chinese, Cuban, Danish, Dutch, French, Italian, Japanese, Norwegian, Roumanian, Serb-Croat-Slovene, Spanish and Swiss. The first session of the Court has been summoned for January 30th, 1922, at The Hague.

Few questions before the League have attracted so much notice as that of Upper Silesia. The Principal Allied Powers were unable to reach an agreement on this matter of first-class political and economic importance, and ultimately decided to ask the Council of the League to make a recommendation regarding the delimitation of the frontier between Germany and Poland which the Principal Allied Powers should adopt. The Council accepted the invitation, and the matter was virtually removed from a controversial to a judicial plane. The League, in making its recommendation, was necessarily bound by the terms of the Treaty of Versailles, which laid down certain definite principles for the regulation of the future of Upper Silesia. The Council instituted an independent consideration of the whole facts of the case and endeavoured to interpret faithfully, and in an equitable spirit, the provisions of the Treaty. It was led to the conclusion that, to conform with the results of the plébiscite, it was necessary to divide the industrial region of Upper Silesia, but, owing to the geographical distribution of the population and the mixture of racial elements, the Council took measures to guarantee, during the provisional period of adjustment, the continuity of the economic life of this region. Therefore, acting on these principles, it traced a line of demarcation, and recommended a number of provisions for economic guarantees which they considered vital as between Poland and Germany. The recommendation was accepted by the Principal Allied Powers and subsequently by Poland and by Germany, and the negotiations provided for between the two States, to secure the conclusion of the necessary arrangements for the transitional period, have already shown a spirit of conciliation which is promising for the success of the scheme.

On Armaments, the League's work, if, by the nature of things, cautious, has at least been progressive. The League has been handicapped in this, as in some other matters, by the fact that its membership is not complete, and the Members of the League have not been able to ignore this consideration. For that reason, the naval aspect presented obstacles that seemed almost insuperable, but the Washington Conference has brought together all the great naval Powers in a way that, for obvious reasons, was not open to the League, and in this respect it has provided invaluable co-operation in the whole object and purpose of the League. The question of land armaments involves difficulties of a different character. The Second Assembly, however, laip down certain definite plans towards an eventual solution. It instructed the Temporary Mixed Commission to draw up a general plan for the reduction of armaments, to be presented to the Council, if possible before the Assembly of 1922. A thorough statistical investigation of the armaments of all countries is to be made, a distinction being drawn between what is needed for the preservation of internal order, and what is demanded for national defence. An International Conference on the private manufacture of arms and the trade in arms is to be held, if possible before the next Assembly, and efforts are being made to secure the ratification of the Arms Traffic Convention of St. Germain. A further appeal was also addressed to Governments not to exceed during the next two years the military expenditure for the present year, and there were several other decisions taken for the purpose of gradually approaching the general point for definite action.

There have been many other questions of almost equal importance, the most difficult of which has been the difference between Poland and Lithuania over the

Vilna territory. The League has worked incessantly to secure an agreed settlement, but though up to the present it has not succeeded in doing so, there is this outstanding fact, namely, that peace between these two countries, in spite of minor incidents, has been preserved for over 12 months.

Another matter which has been much before the League during the closing months of the year concerned the difference between Albania and the Serb-Croat-Slovene State, owing mainly to the fact that the frontier line between these two countries had until recently been undefined. At the request of the British Government, whose attention had been called to serious incidents on the Albanian-Serbian border, the League Council was summoned in the same week when the Conference of Ambassadors was to give its decision fixing the frontier of Albania. The Albanian and Serb-Croat-Slovene Governments undertook to observe the frontier decision, and the League Commission which was appointed to observe the developments of events on the spot has reported with satisfaction on the orderly progress of withdrawals behind the frontier line. Both countries assured the Council of their desire to live in neighbourly relations.

The question of the sovereignty of the Aaland Islands, involving many intricacies, came before the League, whose final solution was loyally accepted by Sweden and Finland, and followed by a Convention for the non-fortification and neutralisation of the Islands. The decision allotted the sovereignty of the Islands to Finland, but provided for a number of stringent guarantees under the authority of the League.

The League's scheme for the financial reconstruction of Austria was in substance the application of the principles unanimously laid down at the Brussels Financial Conference and provided for drastic internal reform in conjunction with outside assistance, including the employment of the Ter Meulen Credit Scheme. Austria herself undertook to carry out fundamental reforms, and has already begun to do so. Full application of the scheme, however, depended on the essential condition that Governments holding liens on Austria should postpone them for 20 years in order to free Austria's assets for the purpose of securing credit. With two or three exceptions, all the States have undertaken to do so, but among these exceptions is Austria's largest creditor, without whose final acquiescence the scheme will not be able to go into full operation. So far as the organisation of the League is concerned, the scheme is prepared and has been ready for several months, so that responsibility for delay does not rest with the organisation, and only partially with any Members of the League. The delay has been unfortunate in many respects, for it had been hoped all along that a thorough attempt to deal with that part of Europe which is most seriously disturbed financially, would be the natural starting point for general improvement in Central Europe, with its advantageous repercussion on the rest of Europe and of the world in general. This explains the interest taken in the scheme in the same way that the world closely followed the plans for the solution of the Upper Silesian problem. The latter has been settled, and if Austria's restoration is not too long postponed, the League may hope to have laid two solid foundations for European stability.

Armenia was again before the League, and the Assembly decided to ask the Allied and Associated Powers when redrawing the Treaty of Sèvres to make provision for a national home for the Armenians, offering any practical assistance the League could give in the reconstruction of the country at an opportune time.

With regard to the two administrative areas under the League, the developments in the Free City of Danzig have been favourable, and some important agreements have been reached between the Germans and the Poles. Like many other parts of Europe, Danzig has her financial and economic difficulties, and the League's Financial Committee is conducting an enquiry into the matter. The administration of the Saar Valley, also, has not been without its difficulties in this respect, and the Governing Commission has had an arduous task in the performance of its work, which has received the general approval of the Council of the League.

S. d. N. — M. S. No. 9. 3,700. — 1/22. — Imp. Atar.

A notable event of the year has been the virtual putting into action of the Mandate system, although the terms of all the Mandates have not yet been finally approved owing to one or two unsettled points which are outside the consideration of the League. But the willingness of the Mandatory Powers to administer the territories entrusted to them in accordance with the terms of the Draft Mandates pending final definition by the Council, and to submit reports to the League annually as provided by the Covenant, has, in fact, set the scheme in motion. The Permanent Mandates Commission has already met to consider some of these Reports and one of the most important of the League's territorial obligations is to all intents and purposes now being discharged.

It is not possible to do much more than give an outline of the variety of other subjects on which the League has taken action. A Convention has been drawn up and already signed by a number of States with the object of combating the Traffic in Women and Children. A High Commissioner, Mr. Peet (an American), has been nominated with the object of securing the rescue of deported women and children in Asia Minor; Dr. Nansen, as High Commissioner for the League, was able to report towards the end of the year the virtual completion of the repatriation of prisoners. Nearly 400,000 men have been returned to their homes at a cost of about £400,000. Dr. Nansen is now engaged on behalf of the League in an endeavour to secure the emigration, employment, and settlement of Russian refugees. The League achieved valuable results in the fight against typhus in Poland at very small cost, but was compelled to limit its efforts to the contributions which it was able to secure from Governments invited to assist financially.

A Health Organisation, consisting of a Provisional Health Committee and a Health Section of the Secretariat under a Medical Director, has been set up in pursuance of Articles 23 and 25 of the Covenant. The Epidemic Committee of the League, which did such useful work in checking the outbreak of typhus in Poland, has been amalgamated with the organisation. The Health Committee met in August, and convened a technical conference in London (December) on the subject of the unification of anti-toxic sera. Steps have also been taken to regulate the traffic in opium; Governments have been urged to exercise a stricter supervision over all imports; an enquiry is being made to discover the world's maximum requirements of opium for purely medicinal and scientific purposes, and the Advisory Committee of the League is authorised to extend its investigations to all dangerous drugs producing similar effects, calling a world conference on the subject if deemed desirable.

Schemes are on foot for international co-operation in intellectual work, and international economic and financial questions have been approached from numerous aspects. A conference on Communications and Transit held in Barcelona resulted in the drafting of two Conventions, already ratified by many States, on freedom of transit and on the use of navigable waterways, and of two series of recommendations on railways and ports. A committee has been appointed to secure the continuation of these efforts.

Action has been taken in several parts of Europe to safeguard minorities, and a considerable number of decisions have been taken regarding the interpretations and amendments to the Covenant, notably in connection with Article 16 (Economic Blockade), to which some amendments have been passed giving it more precision. New arrangements have been adopted for the allocation of expenses and for the procedure to be adopted in the carrying out of amendments to the Covenant, and these changes will become operative when they have been ratified by a clear majority of Members of the League, in which must be included all the Council States. Various other proposals concerning Article 4 (composition of the Council), Article 10 (territorial integrity), Article 18 (registration of treaties) were postponed to the next Assembly.

During the year the membership of the League has increased from 48 to 51, and the budget provision for 1922 amounts to just over one million pounds sterling, including the cost of the International Labour Office; this figure is contributed

by the various Governments Members of the League and is a little lower than the budget for the preceding year. All these efforts during 1921 have involved numerous Council meetings, meetings of experts, conferences (such as those on transit, traffic in women and children, and Russian refugees) and the summoning of a variety of special bodies for special purposes. Several of the conferences have been attended by countries not members of the League. A considerable programme is carried forward for 1922, and the new year begins with a Council meeting on January 10th, shortly to be followed by the opening session of the Permanent Court.

II. Organisation of the League.

1. The sixteenth session of the Council.

Agenda.

The 16th Session of the Council of the League will be held in Geneva on January 10th, under the Presidency of M. Paul Hymans, the representative of Belgium. Included in the agenda are various questions concerning the administration of the Free City of Danzig, and of the Territory of the Saar.

The Council has to elect four members of the Governing Commission of the Saar, as well as the President of this Commission, the period of office of M. Rault (President), Major Lambert, Count de Moltke-Huitfeldt and Mr. R. D. Waugh terminating on February 13th, 1922. They are all eligible for re-election. Another matter concerning the Saar is the protest from the German Government against the decision of the Commission in the definition of the term "inhabitant of the Saar."

The Council will have to elect a High Commissioner for Danzig, the period of office of General Sir Richard Haking (who is eligible for re-election) terminating on January 10th.

Other subjects relating to Danzig, include the question of a Port d'Attache for Polish warships at Danzig (see *Monthly Summaries* Nos. 3, 6 and 7); the proposed law regarding the acquisition and loss of citizenship provided for in the agreement of October 24th, 1921, between Poland and Danzig; consideration (in connection with Article 6 of the Treaty of November 9th, 1920, between Poland and Danzig), of a provisional commercial agreement concluded between Poland, Danzig and Norway; the agreement between Poland and Danzig on October 24th, 1921 (see *M. S.* No. 8); Report of the Financial Committee of the League of Nations on the financial situation of Danzig (see *M. S.* Nos. 6 and 8); the constitution of the Free City; and the decision of the High Commissioner on the subject of the control of the Vistula.

Amongst the political questions on the Agenda are the protest of the Lithuanian Government against the elections organised by Poland in the Vilna territory; a communication from the Government of Finland, supported by the Government of Latvia, drawing the attention of the League to the situation of the Finnish population in Eastern Carelia; the request of the Mixed Armenian Committee and of the Belgian Philarmenian Committee regarding Armenians in Cilicia; and the consideration of the Convention for the non-fortification and neutralisation of the Aaland Islands (see *M. S.* No. 7).

The Council will also have before it reports from the Secretary-General upon various matters such as the Upper Silesian negotiations between Germany and Poland, and the work of the Commission of Enquiry in Albania.

Other questions are those regarding the Economic Weapon; the conciliation procedure proposed by the Governments of Sweden and Norway, which will probably be studied by a special commission to be appointed during the course of the session; the auditing of the accounts of the League; and the national status of inhabitants of territories under the "B" and "C" Mandates (see statement on Mandates in this *Monthly Summary*).

Finally, in accordance with a resolution of the Second Assembly, the Council will nominate a Commission to study questions of intellectual co-operation. They will also nominate a Permanent Consultative Commission on matters concerning the campaign against the traffic in women and children.

2. Biographical Notes on the Judges and Deputy Judges of the Permanent Court of International Justice.

Appended are a few biographical notes concerning the Judges and Deputy Judges of the Permanent Court of International Justice elected by the Second Assembly.

(a) *The Judges.*

Senator Rafael Altamira (Spain).

Senator, Professor of the History of American Political and Civil Institutions at the University of Madrid. Was a member of the Committee of Jurists, appointed by the Council of the League of Nations to prepare a draft constitution for the Permanent Court of International Justice. Member of the Royal Academy of Moral and Political Sciences, corresponding Member of the Royal Academy of History and of the Institut de France. President of the Ibero-American Institute of Comparative Law.

Professor Dionisio Anzilotti (Italy).

Under Secretary-General of the League of Nations. Professor of International Law at the University of Rome. Member of the Permanent Court of Arbitration at The Hague; Legal Adviser to the Italian Ministry of Foreign Affairs, etc.; Member of the Institute of International Law; of the International Law Union; of the American Institute of International Law; of the Academy of Science of Bologna; and of the Academy of "Lincei".

Senator Ruy Barbosa (Brazil).

Minister of Finance, and Vice-President of the Provisional Government after the Republican Revolution of 1889; one of the authors of the Draft Constitution presented to the Constituent Assembly. Brazilian representative at the second Hague Conference. Member of all the scientific associations of Brazil and of several foreign learned societies.

Professor Antonio S. de Bustamente (Cuba).

Professor of Public and Private International Law, and doyen of the Law Faculty at the University of Havana; Member of the European Institute of International Law, and President of the Cuban Society of International Law. Delegate of Cuba

at the Second Hague Peace Conference in 1907. Delegate at the Paris Peace Conference, 1918-1919. Member of the Permanent Court of Arbitration of The Hague and of the International Law Association. Senator and President of the Foreign Affairs Committee in the Senate of Cuba. Author of several works on International Law.

Viscount Robert Bannatyne Finlay, G.C.M.G., P.C., K.C., LL.D., D.L. (Great Britain).

Attorney-General 1900-1905; Lord Chancellor, 1915-1919. Member of the Permanent Court of Arbitration. Rector of Edinburgh University, 1902-1903.

M. Max Huber (Switzerland).

Honorary Professor of International Law and Public Law at the University of Zurich; Legal Adviser to the Federal Political Department; one of the delegates of the Confederation to the Hague Peace Conference in 1907; deputy delegate to the Assembly of the League of Nations.

M. B. C. J. Loder (Netherlands).

One of the founders of the International Maritime Committee, 1896; delegate of the Netherlands Government to the International Conferences on Sea Law at Brussels, 1905, 1909 and 1910. Member of the Supreme Court of Holland, 1909. Member of the Dutch Delegation to the Conference held in Paris in March, 1919, in order to discuss a draft constitution for the League of Nations. President of the "Conference of Neutrals," held at The Hague, in order to draw up a draft Constitution for a Permanent Court of International Justice, 1920. Member of the Commission of Jurists convened by the Council of the League of Nations to prepare a draft constitution for the International Court. Member of the Institute of International Law, 1921; deputy delegate to the First Assembly of the League of Nations.

Mr. John Bassett Moore (United States of America).

Several times Under-Secretary of State ; Professor of International Law and of Diplomacy at Colombia University, 1891; Legal Adviser to the State Department 1913-1914. Member of the International Court of Arbitration at The Hague, 1913. Member of the Institute of International Law and of the International Colonial Institute. Delegate of the United States at various international conferences.

M. Didrik Galtrup Gjedde Nyholm (Denmark).

Member of the International Mixed Tribunal at Cairo since 1896, and Vice-President of this Tribunal since 1916. Former Counsellor of the Court of Appeal at Copenhagen; Member of the Permanent Court of Arbitration; Honorary Counsellor of State.

Dr. Yorosu Oda (Japan).

Professor of International Law at the University of Kioto and Rector of this University. Member of the Academy of Japan. Author of numerous works on the customs, traditions and law of China and Formosa.

M. Charles André Weiss (France).

Member of the Institut de France. Professor of Public and Private International Law at the University of Paris. Legal Adviser to the Ministry for Foreign Affairs. Member of the Permanent Court of Arbitration; Member of the Academy of Moral and Political Sciences.

(b) *Deputy Judges.*

M. Frederik Valdemar Nikolai Beichmann (Norway).

President of the Court of Appeal at Trondhjem. President of the Arbitral Commission for Mining Disputes in America. Member of the Institute of International Law. Member of the Permanent Court of Arbitration at The Hague.

M. Michel Jovanovitch (Serb-Croat-Slovene State).

President of the Supreme Court at Belgrade. Former Minister of Justice. Historian of Slavic Law. Specialist on Public and Private Law.

M. Demetre Negulesco (Roumania).

Professor at the University of Bucharest since 1901. Author of several works on legal matters. Deputy to the Roumanian Diet in 1913. Delegate to the First Assembly of the League of Nations; Member of the Third Committee entrusted with the establishment of the International Court.

Mr. Wang Chung Hui (China).

Delegate of China to the International Conference on Bills of Exchange at The Hague. Former Minister for Foreign Affairs of the Provisional Government at Nanking; Former Minister of Justice in the first Republican Cabinet. Former President of the Committee on the Codification of the Laws. Member of the Committee on Amendments to the Covenant of the League of Nations.

3. Mandates.

The Mandates Sub-Commission, appointed to obtain from the Mandatory Powers their views on the national status of inhabitants of mandated territories, will present its report to the Council of the League at its meeting in January. The question has reference to the "B" and "C" Mandates which are applied to the former German possessions in Africa and in the Pacific. Under German rule, the natives of these territories were considered German subjects, and the point to be settled is what their national status is to be now that they are placed under the tutelage of Powers exercising Mandates on behalf of the League of Nations.

The Sub-Commission consisted of the Marquis Theodoli (Italy) and M. Freire d'Andrade (Portugal). In the course of its enquiries it was assisted by other members of the Permanent Mandates Commission, namely, by M. Beau, in Paris, the Hon. W. Ormsby-Gore in London, and by M. Orts in Brussels. The Sub-Commission, accompanied by M. Rappard, Director of the Mandates Section of the Secretariat, had interviews in Paris with representatives of the Foreign and Colonial Ministries,

and with the Japanese Ambassador, Viscount Ishii, and his legal adviser, M. Matsuda, Minister Plenipotentiary. In London it was received by the Under-Secretary of State for the Colonies, the Hon. E. Wood, and by officials of the Foreign Office. It also met Sir James Allen (High Commissioner for New Zealand), Sir Edgar Walton (High Commissioner for South Africa), and Mr. M. L. Shepherd (Acting High Commissioner for Australia). In Brussels the Sub-Commission attended a conference at the Foreign Ministry, where the Belgian Government was represented by officials of the Foreign and Colonial Ministries, and it also had an interview with M. Franck, the Colonial Minister.

In this way the Sub-Commission was able to collect complete information on the views of the Mandatory Powers and found an evident desire to reach an equitable solution in accordance with the principles of the Covenant. Thus, in London, Lord Crawford, at an official welcome given on behalf of Mr. Winston Churchill (Colonial Minister), recalled the fact that mandated territories were to be administered not as the absolute possession of the Mandatory Powers but, in the words of the Covenant, " as a sacred trust of civilisation. "

" It has always been the desire of the British Empire, " he said, " honourably to act up to the ideals and conditions laid down in Article 22 of the Covenant, and to prove by the British Administration of the territories committed to her trust that the interests, progressive welfare, and development of the native inhabitants of those territories will ever be borne first in mind. "

As a result of these conversations with the Government representatives in various capitals, it seems probable that the problem of the national status of inhabitants of mandated territories will be settled by according to them the quality of " administered " or " protected " persons, as suggested by the Mandatory Powers concerned.

4. Registration of Treaties.

On December 19th the Norwegian Government presented for registration with the League a commercial treaty concluded with the Government of Soviet Russia.

The treaty provides for an exchange of official delegations, the heads of which will have "quality and full powers to act in the name of their Governments, " and the members of which may act as consular officers. The members of these delegations are exempt from all compulsory obligations and services, and enjoy immunity of person, domicile, and private property. They may grant visas and passports, certify documents, grant powers of attorney, are exempt from taxation, and enjoy all similar privileges, including the right of egress granted to official representatives of foreign Governments. The staffs of the delegations are to be treated as the staffs of diplomatic missions. The delegations can use ciphers and receive couriers with sealed bags which are exempt from examination.

The official representatives have the right of free access to the Minister for Foreign Affairs of the respective countries in all matters concerning their nationals.

The Delegations are to enjoy all the rights of persons having a legal status, such as appearing before Courts as plaintiff or defendant, entering into commercial, credit, and financial transactions, etc. Neither Government will initiate or support steps for attaching or taking possession of any funds, goods, or property belonging to the other party or its nationals and lawfully acquired after the conclusion of the trade agreement. "The stipulation laid down in para. 32 of the law relating to civil procedure, dated August 13th, 1915, and implying that an action may be brought in against a person who has no general forum (venue) in Norway, shall not be applied with respect to the Russian Government and its official representatives. " The agreement does not prejudice any existing claims to compensation or restitution

of either party or its nationals against the other party. If the effectiveness of these stipulations should be reduced owing to any action in a Court, either party has the right to terminate the agreement.

The agreement further stipulates that postal and telegraphic communication between the two countries shall be resumed, that merchant shipping of each party shall be treated by the other according to the established practice of commercial nations towards foreign merchantmen, and that the monopoly of foreign trade in Russia belongs to the Government of the Russian Socialist Federative Soviet Republic.

5. The Barcelona Conventions.

Transit.

The following States should be added to the list of signatories of the Barcelona Conventions (see *Monthly Summary* No. 8):

Convention and Statute on Freedom of Transit:

Japan and Roumania.

Declaration recognising the Right to a Flag of States having no Sea-coast:

Japan.

III. Administrative Questions.

1. The Free City of Danzig.

(a) *Control and administration of the Vistula River.*

The Polish Government has appealed to the Council of the League against the decision of General Haking, the League's High Commissioner in Danzig, that the Administration and Control of the Vistula River within the territory of the Free City shall be undertaken by the Danzig Harbour Board. This question (which has been placed on the Agenda for the January meeting of the Council), had previously arisen in the Harbour Board itself. The Swiss President of the Board, Colonel de Reynier, decided that under the Treaties the administration of the whole river including the "live Vistula" should be undertaken by the Board. Poland appealed against this view to the High Commissioner, who upheld the decision of Colonel de Reynier.

(b) *Five Decisions by the High Commissioner on Polish-Danzig Differences.*

The Polish-Danzig Agreement of October 24th, 1921, settled a large number of outstanding questions between Poland and the Free City. Certain points of difference, however, required more than direct negotiations, and during the past few weeks the High Commissioner has, on the request of one Government or the other, given decisions on five questions of importance. They are reviewed briefly here.

1. *Interpretation of the terms "Domicilié" or "Ordinarily resident" in Articles* 105 *and* 106 *of the Treaty of Versailles. Decision dated November 26th,* 1921.

According to the summary of the situation contained in the decision, Danzig maintained that the law in force in Germany and in Danzig permitted domicile in several places, whereas Poland wished this system of double domicile to cease, so far as the Free City was concerned in its international relations. General Haking explained the legal difficulties in the situation, stated that the system of double domicile would appear to be undesirable from the standpoint of the League of Nations, and that the loss to Danzig, if the system were prohibited, would not appear to be great. He therefore decided that under these Articles of the Treaty a person could have only one domicile or ordinary residence either in a foreign State or Danzig, but not in both.

Both Governments have notified the High Commissioner that they will not appeal against this decision.

2. *Legal position of Polish Government Property, Officials, and Ships in Danzig. Decision dated December 6th,* 1921.

The High Commissioner's decision stated that the main point in dispute was as to whether or not Poland was to secure certain extra-territorial rights for her Government property, officials, and ships in Danzig. After reviewing the position at some length he decided: (1) that Polish ships, like all other vessels, are subject to the administration of the Harbour Board and to the Danzig tribunals and authority; (2) that Polish property is to be treated in the same manner as provided for by the decision of September 5th (paragraph 11) in the case of railway property (*i. e.*, to be exempt from taxation, charges, etc. by Danzig), except that Polish ships are not to be exempt from harbour dues, etc.; (3) that all Polish nationals except the diplomatic representative, being already protected under Article 33 of the Polish-Danzig Treaty, must be subject to the laws and judicial system of the Free City; (4) that further negotiations shall be carried on between the two Governments, and that the decision does not prevent Danzig from making judicial exceptions or extensions in favour of Poland, provided that the rights of the Harbour Board are not interfered with.

Poland has announced its intention of appealing to the Council of the League against this decision.

3. *Expulsion of Polish Citizens from Danzig. Decision dated December 16th,* 1921.

As reported by the High Commissioner, this question arose on an order of expulsion from Danzig which was issued by the Danzig Government, in accordance with its usual procedure, against a certain Polish citizen. Poland claimed that this was an infringement of her Treaty rights in the Free City. Danzig explained the unfortunate effects of the influx of foreigners on the economic condition of the Free City and its population, showed that expulsions, which were decreed sparingly and only after exhaustive enquiry, were not confined to Polish nationals (46 Germans out of a total of 130 having been expelled during the preceding three months), and cited Article 12 of the Polish-Danzig Treaty in support of the position taken by the Free City. The High Commissioner upheld the procedure adopted by the Danzig Government in the case of expulsions, but decided that, as an act of courtesy, the Danzig Government should, in the case of Polish nationals, allow the Polish diplomatic representative in Danzig seven days to take up any individual case before actually decreeing the expulsion. An appeal, in any case, could be made to the High Commissioner.

4. *Conduct of the Foreign Relations of the Free City. Decision dated December* 17th, 1921.

The High Commissioner decided, in view of a request from Danzig, that Poland has a right to refuse a request from the Danzig Government to conduct any of the foreign affairs of the Free City if the matter involved is clearly to the detriment of the important interests of the Polish State, but that Poland has no right to initiate and impose on Danzig a definite foreign policy which is clearly opposed to the well-being, prosperity, and good government of the Free City. If Poland is unable to carry out the wishes of the Danzig Government in any given case, Danzig will be informed of the situation within at least 30 days, and the reasons for the position taken by Poland will be given. An appeal can be made to the High Commissioner under Article 39 of the Polish-Danzig Treaty.

5. *Direct judicial relations between the Governments of Danzig and Germany. Decision dated December* 18*th*, 1921.

The High Commissioner's outline of the question shows that such relations were provided for by a German-Danzig Agreement concluded during the temporary Allied administration of the territory of the Free City (August 27th, 1920) and that Article 11 of the Polish-Danzig Treaty provided for direct relations between the local administrative and judicial authorities of Danzig and the neighbouring districts of East Prussia. Poland is willing provisionally to permit such direct local relations under the provisions of the Treaty of August 27th, 1920, but not direct relations between the two central Governments which are desired by Danzig for practical reasons. The High Commissioner decided that the Government of Poland should give Danzig facilities for arranging a treaty with Germany dealing with such judicial affairs as she proposes to arrange herself with Germany.

2. The Saar: Report of Governing Commission.

The Saar Governing Commission has communicated to the Secretary-General a special report on the economic situation of the Saar.

The Saar Territory is passing through a difficult period, which is naturally influenced by the industrial and commercial crisis all over the world. The situation, however, so far as the Saar Basin is concerned, is not one of extreme gravity. The report gives a general outline of the economic conditions based on general information, such as figures of unemployment, loaded wagons, cost of living, etc., as well as on information of a more detailed character in the nature of statistical data referring to the mining and metallurgical industries in which 115,000 people out of a total population of 700,000 are engaged.

Unemployment. — There are not more than 3,000 unemployed out of a population of 180,000 workmen. This represents a proportion of 1.66%. The Governing Commission asserts that very few countries in the world can boast of figures approaching these.

Number of loaded Wagons.— This is one of the surest indications of the economic situation of a country, and particularly so, says the report, in the case of the Saar Basin which is essentially an exporting region. For the first ten months of 1920, the average monthly number of wagons loaded was 78,502, and the average per day, 3,270. In the corresponding months in 1921 the averages were respectively 84,002 and 3,500.

Coal production. — The net output of coal per month, the total number of workmen, and the yield per day have continually increased from February 1920 to October 1921. The net output per month in February 1920 was 743,000 tons, the total number of workmen in the mines was 65,244, and the net yield per day per workmen was 501 klgs. In August 1921 the net output reached 930,741, the number of workers 73,000, and the net yield 531 klgs. In October and November the output figures were reduced, though the number of workers remained practically the same and the yield per worker increased. This decline in output is explained by the days of unemployment during October and November occasioned by the difficulties experienced in disposing of Saar coal. It seems certain that, in consequence of the fall in the price of coal as from December 1st, there will be no further unemployment this year.

Iron production. — In the five works of the Territory (four steel works and one foundry) which own altogether 30 blastfurnaces, 20 of these (or 70%) are in working order. This compares with 38% in Luxemburg and 38% in Lorraine. The production of pig-iron has steadily increased since February 1920. In October it reached its maximum figure, *i. e.*, 95,000 tons. In 1913 the average monthly production was 100,000 tons. The disposal of the cast-iron produced appears to be comparatively easy.

The production of steel ingots grew from 54,000 tons (February 1920) to 87,000 tons. The number of workmen, which was 26,000 in February 1920, rose to 29,000 in November 1921.

Wages and cost of living —The report contains a number of interesting figures on this subject. The average wage of a miner in February 1920 was 27.90 marks, *i. e.*, 5,35, francs. From July 1920, wages were paid in francs, and after several fluctuations in the scale, the average in December 1921 was about 15 francs per day. According to the calculations of the Syndicate of Iron Employers, the rise in wages has, in a general way, met the rise in the cost of living. Thus, according to statistics given in the report, an unskilled iron-worker, married, with two children, received in February 1920 wages to the value of 555 marks per month, or 87% of the amount which at that moment was necessary for cover the needs of a family of five people; whereas, in November 1921, the same worker was paid 357 francs (equivalent to 6660 marks), or 266% in relation to the sum necessary to cover his needs and those of his family.

On the whole, the cost of living in the Saar is higher than in Germany but considerably lower than in Lorraine.

Various industries, Trade, Banking. — The metal and mechanical construction workshops have been satisfactorily employed. The number of new establishments is growing ; two industries, hitherto almost unknown in the Saar — cigarette making and distilling — have developed with remarkable success. The building of dwelling-houses, especially of workmen's houses, is very active throughout the Territory. On the other hand, the pottery and glass industries have been faced with great difficulties. It seems, however, that most of the glass-making firms have been able to increase their sales in France. It was chiefly for the benefit of these industries that the Governing Commission endeavoured to secure special coal prices, with a view to German markets.

As for commerce, all data available reveals very lively movement of exchanges, notably in the last few weeks. From 1913-1920, the wholesale price of foodstuffs had increased from 1 to 12, while the turnover had increased from 1 to 13. The number of commercial associations is steadily on the increase and Saarbruck has become an important banking centre.

Deposits in current accounts and in savings banks have considerably increased.

Exceptional economic conditions in the Saar. — The Commission points out that the Saar is going through a period of transition. It already forms part of the French economic system, yet still belongs to the German economic system. It is therefore only natural that this should create difficulties. It is idle to hope for a stable regime of production and commerce so long as the transitional period provided for by the Peace Treaty continues to exist. Moreover, the prosperity of the Basin and of its industries as well as the lot of its workers, depend not only on internal conditions of the Territory, but, first and foremost, on the general economic conditions of Europe and of the world.

The Economic situation and Monetary system. — By virtue of the Treaty of Peace, two currencies are in circulation in the Saar Basin : namely, the mark and the franc. The Saar therefore participates in two currency systems, one founded on a currency having a relatively small depreciation and the other founded on a currency heavily depreciated. In France, a slight fall in prices may be observed together with a tendency to reduction in salaries and transport rates, but in Germany, salaries, being paid in marks, have had to be raised according to the fall in the mark and the consequent rise in the cost of living. These two sets of facts are reflected in the economic situation of the Saar, whose economic life partly depends on what happens in the two bordering States. It is impossible to draw conclusions for the future from a situation which is purely transitory.

The Customs regime and the franc. — The currency problem cannot be considered separately from that of customs. On January 10th, 1925, the Saar Basin will come entirely under the French Customs regime. Prices will then be very much the same in the Saar as in the neighbouring part of France, that is, Lorraine. Since it does not seem reasonable to expect the mark to reach parity with the franc within the next three years, it is obvious that in 1925 the population of the Saar Basin will be unable to pay French prices if it possesses nothing but marks. The transition period before the entry of the Saar Basin into the French Customs regime was provided for in order to enable the inhabitants of the Saar to adapt themselves to the new system contained in the Peace Treaty. A more general use of French currency will spare the Territory a shock which its economic life would suffer if such a change were to be suddenly brought in 1925.

IV. Political Questions.

1. The Commission of Enquiry in Albania.

The Report of the League of Nations Commission of Enquiry in Albania has just been received in Geneva. It will be submitted to the Council of the League at its meeting on January 10th, and published.

According to statements previously received from the Commission, the Serb-Croat-Slovene troops evacuated Albanian territory and withdrew without serious incident beyond the zone of demarcation fixed by the Conference of Ambassadors. Complete tranquillity existed at the moment in Mirditia. The Commission states that in its journey through Mirditia it saw no evidence of any serious separatist movement.

At Tirana and Scutari information was furnished to the Commission, chiefly by the Albanian Government and by the principal religious authorities, regarding the difficulties which had arisen in Mirditia. The Commission was in Mirditia from December 7th to December 15th and followed the frontier of Albania and Serbia from Busmagaza to Dibra. In Mirditia it had interviews with the chiefs of the Mirdite tribes, and priests from the district of Oroshi.

2. The Negotiations on Upper Silesia.

Last month, German and Polish Plenipotentiaries met in Geneva, under the Presidency of M. Calonder, former President of the Swiss Confederation, to draw up a Convention regarding the Upper Silesian regime, in accordance with the decision of the Ambassadors' Conference. It was decided to set up several sub-commissions composed of representatives of the two countries concerned, and it was agreed that they should be summoned as follows:

Sub-Commissions:

1. — Railways 3. — Monetary Regime 6. — Coal and Mineral Products 7. — Associations of Employers and Employed 8. — Social Insurance	at Kattowitz
5. — Customs Regime 9. — Frontier Permits 10. — General Questions, such as Rights of Nationality and Domicile 11. — Protection of Minorities	at Beuthen
4. — Postal and Telegraphic Services	at Oppeln.
2. — Water and Electricity	at Hindenburg.

These various sub-commissions were to report the result of their work to M. Calonder before January 15th, 1922, a plenary session then to be summoned at Geneva by M. Calonder. It rests with him, in the last resort, to settle any differences between the two parties, and the text established by him in such

circumstances will be accepted by the interested parties and inserted in the Convention. The sub-commissions began work on December 9th.

In reply to a communication from the President of the Conference of Ambassadors in the beginning of December, M. Calonder stated that he would keep the Conference informed of the progress of negotiations; at the same time, he asked the Conference to keep him informed of the progress made by the Commission for the Delimitation of the Frontiers. It is necessary that, so far as possible, the delimitation of the frontiers and the preparation of the Convention be concluded about the same date in order that the occupation by inter-Allied troops may not be unnecessarily prolonged.

Since December 15th, M. Calonder has been advised by the German and Polish Delegates that the direct negotiations of the sub-commissions are making satisfactory progress, notably on customs, coal, mining products, frontier permits, railways, posts, water, electricity, and social insurance.

As it falls to M. Calonder, in case of disagreement, to take the final decision, he has decided to make himself acquainted with matters on the spot, and he is leaving for Upper Silesia on January 2nd.

V. Humanitarian and Social Questions.

1. Medical Conference on Sera.

A Technical Conference on the Standardisation of Sera and Serological Tests, convened by the Health Organisation of the League, sat in London on December 12th, 13th and 14th, in order to establish a programme of work to be carried out as a part of a general plan of inquiry undertaken conjointly with the Office international d'Hygiène publique. The need of such a conference had been felt for some time in medical circles on account of the fact that various systems for measuring and testing the strength of anti-toxic sera had been evolved according to national and even individual methods of research. The standardisation of all these different units thus became a work of international co-operation which clearly came within the scope of the League.

The following Institutes took part in the proceedings:—

Medical Research Council	Great Britain
Pasteur Institute	France
State Institute	Italy
State Epidemiological Institute	Poland
Hygienic Institute of the University of Basle	Switzerland
Pasteur Institute	Belgium
Kitasato Institute	Japan
Hygienic Laboratory	United States
Serological Institute	Austria

The gathering was remarkable for the excellent scientific spirit which animated it and which brought to it the co-operation of scientists outside the borders of the League of Nations. Thus, American science was represented in the person of Surgeon-General Rupert Blue, of the United States Public Health Service, while two German scientists, Dr. Kolle, Director of the Ehrlich Institute of Frankfort, and Dr. Sachs, of the University of Heidelberg, accepted Dr. Madsen's invitation and attended

the Conference. Dr. Tarassevitch, of the Health Department of the Soviet Government, who had been invited to attend but who, owing to delay in the transmission of the invitation, had been unable to arrive in time, sent a telegram wishing the Conference all success.

The work done was of a highly technical character. It included the discussion of the units of serum at present in use for diphtheria, tetanus, dysentery, meningococcus and pneumococcus (in their different types) and the preliminary survey of the methods by which the standardisation of the units of these sera could be brought about, as well as the question of the diagnosis of syphilis. The enquiry will take the form of co-ordinate research to be carried out by the different laboratories, and centralised in the laboratory of the Copenhagen Institute, acting as clearing-house for all the work. Results will be examined and conclusions adopted at a new Conference which will take place at a later date at the Pasteur Institute in Paris.

The Conference met at the Ministry of Health, London, and its first sitting was opened by Sir Alfred Mond, British Minister of Health. Dr. Madsen, President of the Health Committee of the League of Nations, was Chairman, and Dr. Velghe, President of the Office international d'Hygiène publique, was unanimously elected Vice-President. The names of the pioneers of serotherapy were recalled by Dr. Madsen in his opening speech, and telegrams of recognition sent to Professor Roux, Professor Kitasato, and the widows of Dr. von Behring and Professor Ehrlich.

2. Death of Dr. R. Farrar.

The Secretariat of the League of Nations has learned with deep regret of the death from typhus of Dr. R. Farrar at Moscow on December 28th.

Dr. Farrar was a well-known English epidemiologist. He was sixty years of age when he put himself at the disposal of the League of Nations for the distribution of drugs and sanitary material sent to Russia by the Epidemics Commission of the League. He was further entrusted by the League with a personal enquiry into the epidemic situation. Dr. Farrar was also in charge of the Sanitary Section of Dr. Nansen's Committee at Moscow, and it was during a tour of inspection undertaken with Dr. Nansen that he contracted his illness.

3. Information on Epidemic Diseases.

The Medical Director of the Secretariat of the League of Nations has sent a circular, dated December 5th, 1921, to all the Health Authorities of the world, informing them that the Health Committee of the League of Nations has decided to organise at once a Service of Epidemiological Intelligence under the Health Section of the League. This Service is intended to ensure rapid and effective interchange of information on epidemic diseases. The present difficulty of obtaining trustworthy information on the prevalence of epidemics is generally admitted, particularly as the various national health administrations receive most of their information through diplomatic channels. This results in considerable delay, and information often arrives when the national Health Departments interested in the subject have already taken steps to verify statements obtained from unofficial sources.

A careful and detailed study will be made of methods of collection and distribution of this epidemiological intelligence. This study, as well as the future working of the Service, will be greatly facilitated if all official publications issued by the central health authorities are sent regularly to the Health Office of the League. It would also be of great assistance to receive regularly any further information

CHOLÉRA ASIATIQUE EN RUSSIE, 1921 — ASIATIC CHOLERA IN RUSSIA, 1921.

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NOTE Les données pour l'Ukraine et la Sibérie ne sont pas détaillées par gouvernements.

NOTE: The data for Ukraina and Siberia are not given by governments.

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bearing on the prevalence of infectious diseases, and on other matters of international importance relating to public health.

The Health Organisation of the League will keep all Health Authorities informed of any development in the Epidemiological Intelligence Service. It is difficult to fix at present the date when this Office can begin a regular transmission of periodical intelligence. It is intended, however, to circulate immediately any information concerning the epidemic situation which is not easily obtainable from other sources. The Health Section will, for example, publish before the end of this year a comprehensive report on the epidemic situation in Russia since 1918.

4. "Epidemiological Intelligence Bulletin."

It has been decided that, in view of the regularity with which epidemics recur, the data regarding the notification of certain epidemic diseases possessed by the Epidemiological Intelligence Service of the League shall be published from time to time in order to serve as a permanent international record of the continuous epidemiological movements.

The first number of this *Bulletin of Epidemiological Intelligence* will be issued during the first week of January, and will contain data concerning epidemiological developments in Eastern Europe, particularly in Russia, during 1921. Monthly statistics will be given for Asiatic cholera, typhus, relapsing fever, dysentery, scurvy, etc., and these statistics will be illustrated by charts, of which an example is herewith reproduced.

The first number of the *Bulletin* is specially designed to make easily accessible the data so much needed on the existing situation in Russia; it must be regarded therefore as somewhat experimental in character, and considerable changes in form and contents will be made in subsequent issues.

Copies of the first number can be obtained gratuitously from the Health Section of the Secretariat.

NOTE. — It will be noted that in the attached chart the new administrative divisions of Russia, including the frontiers of autonomous territories, are given accurately for the first time on a map reproduced outside Russia. The red signs indicate the number of cholera cases notified in each province during 1921. All rights of reproduction of the chart are reserved.

VI. The Visit of the Secretary-General to Rome.

Sir Eric Drummond, the Secretary-General of the League of Nations, paid a visit to Rome between the 1st and 4th of December and met various ministers and officials.

A reception was given in Sir Eric's honour at the Rome Press Association, and this was attended by many journalists representing both Italian and foreign newspapers and public men. The President of the Association, Senator Barzilai, welcomed the Secretary-General, who replied as follows:

The idea is unfortunately somewhat current that the League of Nations is an organisation run in the interests of one Power, or of a group of Powers. I can give you, if it is necessary, a most emphatic assurance that such is not the case. Every Member of the League has an equal right to the services of all its organisations, and can use it, within the limits of the Covenant, as its own instrument.

The League of Nations, by its very name, shows that it does not imply any surrender of national spirit or feeling. Its object is that when, as may unfortunately sometimes be the case, national interests come into collision, a peaceful means of reconciling and co-ordinating such interests may be assured. The League's primary aim is the prevention of war. There is, to my mind, a very simple test which we can apply to all organisations for the preservation of peace. The question should be asked: "Would the Great War have happened had the organisation been in existence ? " This question can best be answered by those statesmen who laboured in 1914 to avert the catastrophe which then occurred. Two of them — Sir Edward Grey, then British Foreign Minister, and Mr. Lloyd George, now British Prime Minister — have publicly stated that if the League of Nations had then been in existence, the war would have been averted. If that is so — and the knowledge I have of affairs at that time and of the subsequent functioning of the League makes me believe strongly that it is — then I think no one will deny that the case for the existence and the utility of the organisation is, on that ground alone, absolutely and fully proved.

More than 50 States are now Members of the League, which, as you know, has only been established for some eighteen months. During this year and a-half, four big political questions have come before the League:

The first was the dispute about the Aaland Islands, which, although it had continued for more than two years, was successfully and happily settled.

The second was the difference between Poland and Lithuania as to Vilna and certain surrounding territory. Here, unfortunately, the Council's recommendations have not up to now been accepted by either party, but at any rate the intervention of the League has avoided hostilities between the two States.

The recommendations of the Council with regard to the problem of Upper Silesia were unanimously accepted by the Principal Allied Powers which had asked for them. The Council of the League was able to give an opinion on this question (which for so long had been a disturbing factor in Europe) within some two months from the date when the matter was first brought before it.

In this connection perhaps I may observe that the Council of the League were bound, in framing their recommendation, by the provisions of the Treaty of Versailles. It is sometimes thought that the Council had an entirely free hand as to the solution which they should propose. This is not the case, and, having regard to the provisions of the Treaty, I think it is now generally recognised that the decision of the Council was completely impartial and was based solely on considerations of justice and equity.

The last question, which was brought before the League within a month of the Silesian decision, is that of Albania. Albania was admitted as a Member of the League at the First Assembly. At that time her boundaries were not defined. These boundaries have now been fixed, and at a recent meeting of the Council in Paris assurances were received that these boundaries would be respected. Such, indeed, was only to be expected, since Albania is surrounded on all sides by Members of the League, which have undertaken, by the Covenant, to respect the territorial integrity and existing independence of all other Members. We may, therefore, confidently hope that this troublesome question has now been finally determined.

So much for the chief political problems with which the League has been caled upon to deal. I will not detain you with regard to other political matters

of minor importance which the League has settled, nor as to its humanitarian labours. I will only mention the return to their own countries, through the activities of Dr. Nansen, of a vast number of prisoners of war; the help afforded by the League Epidemics Commission in checking the ravages of typhus in Eastern Europe; the strengthening of the present international regulations to prevent the Traffic in Opium and in Women and Children.

The last Assembly constituted a Permanent Court of International Justice, which will open next month, and thus a hope which the nations tried in vain to realise before the war has materialised through the agency of the League.

There is also the work of the three great Technical Organisations of the League: — Economic and Financial, Transport, and Health. The last of these has only been in existence a very short period, but it already shows fruitful promise in the domain of international health, where it is working in close co-operation with the Office international d'Hygiène publique.

A Conference on Transport was held at Barcelona this year, and the important Conventions drawn up at that meeting have already been signed by a large body of States.

As regards Economics and Finance, the League has unfortunately been unable to do much to ameliorate the present unhappy world conditions, but the Conference held under its auspices at Brussels last year laid down the lines on which the best financial authorities considered that States ought to proceed in order to secure the return to happier financial conditions. Experience has, I think, shown that if the recommendations of that Conference had been closely followed, the process of financial amelioration of the world in general would by now have been well advanced.

Such is a very hasty and inadequate sketch of certain aspects of the League since its foundation. I am confident, however, that you will think it sufficient to give grounds for congratulation on the past and for great encouragement for the future. I feel, nevertheless, compelled to add that the League can only live if it is supported, not only by the Delegates from the various Governments, but also by the public opinion of the different countries which are Members of it. I therefore venture to plead that everyone here will do his best to explain the principles on which the League is founded and the work which it has done and is doing. The League can certainly now afford to be judged by its accomplishments.

There is one question of great interest to the League on which I have not touched, namely, that of Disarmament. You probably know that the question was considered by the two Assemblies, and that much preparatory work has been already accomplished. Actual progress, however, must necessarily be slow. In this connection you will expect me not to pass by in silence the Conference now taking place at Washington. I know too little of what has been, and is being, accomplished there to express any definite opinions, but it is clear that the Conference cannot, and must not, be regarded by supporters of the League as a rival. It is a friend to whom we wish all success, since all work done in the cause of peace, or for the reduction of armaments, is done in the spirit of the League, and must be welcomed by every man and woman of good will. We are all working for the present and future happiness of the human race, and in an effort of this kind all rivalries and jealousies are unthinkable and, I trust, impossible.

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